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ABSTRACT

Testimony relative to amending the Library Services and Construction Act (LSCA) is presented in the form of verbatim oral questions and answers, prepared statements, letters and supplemental materials. Witnesses commentating on S.3318, a simple extension of the LSCA, include: (1) James E. Allen, Jr.; (2) Albert L. Alford; (3) Ray M. Fry; (4) Lillian M. Bradshaw; (5) Elizabeth Myer; (6) John A. Humphry and (7) John Veblen. Prepared statements are by: (1) James E. Allen, Jr.; (2) Lillian M. Bradshaw; (3) John A. Humphry; (4) Elizabeth Meyer; (5) New England Library Association; (6) Rhode Island Advisory Board of Library Commissioners; (7) Rhode Island Advisory Council of Interlibrary Cooperation; (8) Rhode Island Association for the Blind, (9) The Rhode Island Library Association and (10) John Veblen. The text of S.3318 and S.3549 is also included. (MF)

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LIBRARY SERVICES AND CONSTRUCTION AMENDMENTS OF 1970

HEARING

BEFORE THE

SUBCOMMITTEE ON EDUCATION

OF THE

COMMITTEE ON LABOR AND PUBLIC WELFARE

UNITED STATES SENATE

NINETY-FIRST CONGRESS

SECOND SESSION

ON

S. 3318

TO AMEND THE LIBRARY SERVICES AND CONSTRUCTION ACT, AND FOR OTHER PURPOSES

JANUARY 27, 1970

Printed for the use of the Committee on Labor and Public Welfare

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LIBRARY SERVICES AND CONSTRUCTION AMENDMENTS OF 1970

TUESDAY, JANUARY 27, 1970

U.S. SENATE,
SUBCOMMITTEE ON EDUCATION OF THE
COMMITTEE ON LABOR AND PUBLIC WELFARE,
Washington, D.C.

The subcommittee met at 10 a.m., pursuant to call, in room 4232, New Senate Office Building, Senator Claiborne Pell (chairman of the subcommittee) presiding.

Present: Senator Pell.

Staff members present: Stephen J. Wexler, counsel to the subcommittee; and Richard D. Smith, associate counsel to the subcommittee, and Roy H. Millenson, minority professional staff member of subcommittee.

Senator PELL. The subcommittee will come to order.

Today we shall hear witnesses commentaries on S. 3318, a simple extension of the Library Services and Construction Act. The administration and others will discuss previous programs in the Library Services and Construction, and areas in which they should perhaps be involved in the future.

There may also be statements from interested Senators.

I order the bill printed in the record at this point.

(The bill referred to follows:)

91ST CONGRESS
2D SESSION

S. 3318

IN THE SENATE OF THE UNITED STATES

JANUARY 21 (legislative day, JANUARY 19), 1970

Mr. PELL introduced the following bill; which was read twice and referred to the Committee on Labor and Public Welfare

A BILL

To amend the Library Services and Construction Act, and for other purposes.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That this Act may be cited as the "Library Services and Construction Amendments of 1970".

EXTENSION OF AUTHORIZATIONS OF APPROPRIATIONS FOR PROGRAMS AUTHORIZED BY THE LIBRARY SERVICES AND CONSTRUCTION ACT

SEC. 2. Sections 101, 201, 301, 401, and 411 of the Library Services and Construction Act (20 U.S.C. 351–358) are each amended by striking out "the fiscal year ending June 30, 1971" and inserting in lieu thereof "each of the succeeding fiscal years ending prior to July 1, 1975".

Senator PELL. I should like to call at this time the Commissioner of Education, Dr. James E. Allen, and ask him to introduce his associates.

STATEMENT OF HON. JAMES E. ALLEN, JR., ASSISTANT SECRETARY FOR EDUCATION, COMMISSIONER OF EDUCATION, DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE; ACCOMPANIED BY DR. ALBERT L. ALFORD, ASSISTANT COMMISSIONER FOR LEGISLATION, OFFICE OF EDUCATION, AND RAY M. FRY, DIRECTOR, DIVISION OF LIBRARY PROGRAMS, BUREAU OF ADULT, VOCATIONAL AND LIBRARY PROGRAMS, OFFICE OF EDUCATION

Mr. ALLEN. Thank you, Mr. Chairman.

If I may, I would like to submit my formal testimony for the record and summarize the essential portions.

Senator PELL. Your statement will be printed in the record in full.

Mr. ALLEN. I am pleased to come before you today to recommend extension and improvement of the Library Services and Construction Act.

Since the act was first passed in 1956, it has been highly important in expanding public library services throughout the country, supported new library construction, and promoted interlibrary cooperative networks.

The LSCA has also provided library services in a whole range of State institutions (such as penal institutions and hospitals) and special materials and services for the physically handicapped (including the visually handicapped) unable to use ordinary library materials.

In each of these five areas, the LSCA has provided important support for the States, enabling them to make library services more readily available to millions of Americans.

Before I discuss the substance of our recommended plan to improve the act, let me summarize my testimony with respect to some of the act's accomplishments to date.

Under its five programs, this forward-looking act has had substantial impact on public libraries in communities all over the country.

Through its funds, 85 million people have benefited from new or improved public library services. Local library collections have grown by 45 million books and other library materials.

Some 650 book mobiles took library services to people outside the reach of existing library facilities. Some 1,500 library construction projects were undertaken to serve an estimated 50 million people.

States employed some 3,200 people to carry out library services and construction programs and to provide improved services in this field.

The most recently established Library Services and Construction Act programs, titles III and IV, have offered an impetus for the improvement of specialized library services. Title III, interlibrary cooperation, supported the creation of 45 interlibrary networks serving 904 libraries.

By the end of fiscal year 1969, $4,189,000 in funds obligated under title IV–A had brought library services to an estimated 300,000 people

in 500 State institutions. Some States spread their allocations among all eligible institutions for culling useless books from old library collections, purchasing new material, and training library staff. Other States chose to concentrate funds on fewer institutions, organizing new libraries and expanding services.

Title IV–B, Services to the Physically Handicapped, enabled some 70,000 handicapped people to use public libraries.

Perhaps the Library Services and Construction Act's most significant contribution has been success in arousing State and local interest and a growing commitment of State and local resources to meeting the public library needs.

Since the act went into operation, State and local funds for library services have increased over 700 percent. State and local matching funds spent under the provisions of the act have exceeded the Federal commitment of resources for the program.

In summary, Mr. Chairman, the Library Services and Construction Act has made an important contribution to the educational and cultural life of the people in our country.

It has provided library services for the first time to many people never before reached by a library, such as the poor, the isolated, the institutionalized, the handicapped.

It has focused State and local attention on the library needs of people and institutions inadequately served.

LSCA has encouraged the commitment of State and local resources to improving and extending the provision of libraries to serve all citizens.

We believe, however, that the act can be improved and be made to serve even better library needs of our Nation. The existing act represents, in our judgment, a piecemeal approach to the strengthening of library services which involves a great deal of redtape and discourages comprehensive planning.

Each of the five categories of programs has its own authorization. Each requires submission of its own State plan. Three require the establishment of a separate advisory council. To benefit fully from the range of assistance available under the act, a State must, therefore, submit five different State plans for Federal approvement, keep separate accounts for the five different allocations; and appoint and support three different advisory councils.

Obviously, this arrangement imposes unnecessary and duplicative administrative burdens and costs on State and local library personnel.

Obviously it discourages, we believe, States from using the available Federal library assistance to focus on their highest priorities of need which in any given State are unlikely to bear a direct relationship to the proportion of the amount of funds appropriated by Congress to the five different categories of programs.

The States have had enough years of experience, we believe, with the operation of the act to be able to exert greater responsibility and discretion as to the priorities of need.

Therefore, just a simle extension of the act would not, in our opinion, serve to strengthen its effectiveness. Instead, we propose to recommend an amendment of the act to substitute for the existing separate titles a single broad program authority.

Such consolidation is consistent with the major concern of this administration for the decentralization and combinatiton of similar categories of programs wherever appropriate to reduce the rigidities and inefficiencies which inevitably occur when making choices centrally, choices that can better be made as we set it by the States and localities on the basis of their own needs and priorities.

Such a consolidation would reduce the administrative redtape that surrounds Federal assistance to public libraries. It would free States to make more effective and imaginative use of available Federal funds in assessing and dealing with their priority library needs.

Instead of applying separately through five State plans for each program in the act, a State would apply for a single grant to be used for any of the purposes of the existing law.

States would be required to consider carefully and set forth priorities for allocating funds to determine priorities among the various purposes for which funds may be used, and so on.

In our proposed amendment, it would also require that an appropriate portion of funds for title I and II be spent in areas with high concentration of low-income families.

The new emphasis on services for the disadvantaged is also reflected in the allotment formula we propose for the consolidated act. Each State would receive a basis allotment plus a further allotment weighed to reflect its population and family annual incomes under a low-income factor as well as its population.

So in conclusion, Mr. Chairman, the Library Services and Construction Act has laid a sound basis for helping States and localities strengthen their library systems.

We now propose another important step be taken through its amendment to consolidate the five existing categorical programs into a single, more flexible authority which would enable the States to assume greater responsibility and initiative in meeting their own needs for library services.

I appreciate very much the opportunity to appear before you, and I am prepared to answer any questions you may wish to ask, Mr. Chairman.

(The prepared statement of Mr. Allen follows:)

PREPARED STATEMENT BY HON. JAMES E. ALLEN, JR., ASSISTANT SECRETARY FOR EDUCATION AND U.S. COMMISSIONER OF EDUCATION

Mr. Chairman and members of the subcommittee, I am pleased to come before you today to recommend extension and improvement of the Library Services and Construction Act. Since the Act was first passed in 1956, it has significantly expanded services in public libraries throughout the country, supported new library construction, and promoted interlibrary cooperative networks. The LSCA has also provided library services in a whole range of State institutions (such as penal institutions and hospitals) and special materials and services for the physically handicapped (including the visually handicapped) unable to use ordinary library materials.

In each of these five areas, the LSCA has provided important support for the States, enabling them to make library services more readily available to millions of Americans. Now, we believe the time is right to provide the States with more flexible authority which would reduce their administrative burdens and permit them to build on their experience under the Act by assuming greater discretion in allocating funds among these areas according to their own priorities of need.

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Therefore we would recommend against a simple extension of the Act. Instead, we expect shortly to propose legislation consolidating the five existing categorical programs into single program which would simplify and strengthen Federal library assistance, and encourage more systematic long-range planning to meet State needs for library services.

We also recommend changes in the Act which would place greater emphasis on the provision of library services to the disadvantaged, as a matter of national priority.

Before discussing these proposals in greater detail, let me first outline the contributions which the present law has made to date:

THE LSCA RECORD

From FY 1957 to FY 1969, Title I committed $200 million in Federal resources to extending public library services to areas without adequate services. Forty-five million books and other library materials have been supplied to libraries through Title I funds, plus the required State and local matching funds; an estimated 85 million people have benefitted from the new or improved services provided by the program. "Outreach" projects supported by Title I are bringing imaginative library services to places and people never reached by traditional libraries: to disadvantaged urban ghetto residents; to migrant workers; to residents of isolated areas. Sometimes, reaching these people has meant the creation of promising new kinds of flexible library services: the storefront library, new uses of the bookmobile, and so on. With a boost from Title I, public libraries are growing more responsive to community needs. Especially among poor and minority populations inadequately served by public libraries, there is a growing awareness that libraries must reach out to people where they are, and that their materials and services must meet community needs.

Since 1965, Title II has provided appproximately $135 million for new library construction, matched with $326 million in State and local funds. These funds have provided assistance for about 1,500 new, enlarged and remodeled library facilities within reach of 50 million people, some for the first time.

Title III of the LSCA provides for the creation and operation of library networks, for sharing resources among all kinds of libraries within localities, regions, States, and among States. Through Title III, libraries of all kinds (such as school, public, and academic libraries and information centers) are coordinating and sharing their resources to offer better services to the special clientele of each. After an initial planning year and 2 full years of operation, the program has aided in the creation of 45 interlibrary networks and centers serving 904 libraries. Thirty-five Title III-supported telecommunications systems now connect 800 libraries; and 14 technical processing centers, available to 300 libraries, have been established. During Title III's first 3 years, $4,563,000 has been obligated to States for the program.

One project funded under the program in FY 1969 brought together Arizona, Colorado, Idaho, Montana, Nevada, New Mexico, Utah and Wyoming in the development of a Regional Information Network Group (RING). Another example of last year's activities was a project continuing and expanding the services of North Dakota's Northwest Library Federation with headquarters in Minot. An LSCA Title II construction project, it bolsters the resources of small libraries in an 11-county area, through inservice training, consultant services, and centralized learning processing and cataloging. Other kinds of Title III undertakings included conferences and workshops on interlibrary cooperative activities and developing and/or updating computer-produced union catalogs of books, periodicals, etc.

Title IV of LSCA contains two different programs. Part A authorizes the provision of library materials and services to patients, inmates, and residents of State-operated or substantially State-supported institutions; Part B encourages the provision of special materials and services to the physically handicapped (including the blind) who, because of their handicaps, cannot use ordinary library materials. The programs have separate authorizations and separate State plans.

By the end of FY 1969, $4,189,000 in funds obligated under Title IV–A had brought library services to an estimated 300,000 people, in 500 State institutions. Of these, 400 were correctional institutions, 65 were State hospitals, and 20 were residential schools. Some States spread their allocations among all eligible insti-

tutions, for mending and expanding old library collections and training library staff for specialized service. Other States chose to concentrate funds on fewer institutions, organizing new libraries and expanding services.

Beyond the expansion of library services and training of library staff, the program has produced three kinds of long-lasting accomplishments. During FY 1968, several States carried out surveys to assess the state of library services to their State institutions, finding most deplorable at best, nonexistent at worst. The required State advisory councils for Title IV–A have often proven invaluable, in interpreting the library needs of State institutions and in demonstrating to these States the need for State support for institutional library services. Finally, 20 States have added Title IV–A consultants to their State library agency staffs. In sum, then, perhaps the program's most important contribution has been to focus State attention on the desperate needs of libraries in State residential institutions.

An example of the program's impact is the Kings Park State Hospital in New York. Kings Park State Hospital received a Title IV-A grant of $20,000 for each of two years, 1968 and 1969, to investigate the effects of intensive library service upon culturally deprived and emotionally disturbed patients of all ages.

As a result of the project, the hospital has added to the library staff, increased the library budget, and is planning a new library in a future rehabilitation building. The library is now a first-line department in the hospital and the librarian a vital member of the rehabilitation team.

In Wisconsin, 15 of the 19 institutions which have participated in LSCA Title IV-A activity now have librarians on their staffs for the first time. Eleven are full-time, four are part-time. Three more institutions have hired librarians on a consultant basis to direct work done by other staff members. The full-time librarian of one institution initiated a library project in a small neighboring institution on a volunteer basis, and volunteers have contributed valuable services. The State reports that with 3 years of funding, book and periodical collections have been greatly improved, and experimentation in audiovisual techniques has progressed rapidly. Additional library space has been acquired in several cases.

Title IV–B is aiding states and localities to begin to serve an estimated 2 million physically handicapped, many of them blind or partially blind, who cannot use ordinary library materials and who would benefit from special materials, equipment, and services. It is estimated that 70,000 handicapped people have already been reached by IV–B programs. States have used a total of $2,610,000 in Title IV–B funds in a variety of ways: adding staff to regional libraries for the handicapped, building public awareness of the special library needs of the handicapped, identifying potential users and informing them of available materials and services, and expanding library resources in general for the handicapped. These resources include braille materials, books and periodicals in large print for the near blind, records, tapes, "talking book" machines, and other specalized equipment such as book holders, page turners, prism glasses, etc.

Since one main obstacle to providing special library services to the handicapped is their "invisibility" in their communities, several States have invested program funds in locating the handicapped and registering them for services. In Louisiana, for example, the State library hired part-time consultants in a "case finding project." Operating out of seven urban public libraries, they enlisted members of professions, agencies and organizations serving the handicapped in a drive to identify and contact potential recipients of Title IV–B Services.

In summary, the Library Services and Construction Act has led to a number of significant accomplishments. It has provided library services for the first time to many people never before reached by a library, such as the poor, the isolated, the institutionalized, the handicapped. It has focused State and local attention on the library needs of people and institutions inadequately served. The LSCA has encouraged the commitment of State and local resources to improving and extending the provision of libraries to serve all citizens.

PROBLEMS OF ADMINISTRATION

At best, however, the existing Act represents a piecemeal approach to the strengthening of library services which involves a great deal of red tape and discourages comprehensive planning. Each of the five categorical programs has

its own authorization; each requires submission of its own State plan; three require the establishment of a separate advisory council.

To benefit fully from the range of assistance available under LSCA, a State must therefore submit five different State plans for Federal approval, keep separate accounts for the five different allocations, and appoint and support three different advisory councils. Obviously, this arrangement imposes unnecessary and duplicative administrative burdens and costs on State and local library personnel.

Less obviously, it discourages States from using the available Federal library assistance to focus on their highest priorities of need (which in any given State are unlikely to bear a direct relationship to the proportionate amount of funds appropriated by Congress to the five different categorical programs). The States have had enough years of experience with the operation of the Act to be able to exert greater responsibility and discretion as to their priorities of need.

PROPOSED CONSOLIDATION

Simple extention of the LSCA, therefore, would not serve to strengthen its effectiveness. Instead, we urge amendment of the Act to substitute for the existing separate titles a single, broad program authority. Such a consolidation is consistent with a major concern or this Administration for the decentralization and combination of similar categorical programs wherever appropriate, to reduce the rigidities and inefficiencies which inevitably occur in making choices centrally—choices which can better be made by the States and localities on the basis of their own needs and priorities.

Such a consolidation would cut away most of the red tape that now surrounds Federal assistance to public libraries. It would free States to make more effective and imaginative use of available Federal funds in assessing and dealing with their priority library needs.

Instead of applying separately through five State plans for each program, a State would apply for a single grant to be used for any of the purposes of the existing law. States would be required to carefully consider and set forth priorities for allocating funds, and to determine priorities among the various purposes for which funds may be used. We would also require that an appropriate portion of funds for Title I and II purposes be spent in areas with high concentration of low-income families.

The new emphasis on services for the disadvantaged is also reflected in the allotment formula we propose for the consolidated Act. Each State would receive a basic allotment, plus a further allotment weighted to reflect its population of families with annual incomes under a low income factor as well as its population.

In conclusion, the Library Services and Construction Act has laid a sound basis for helping States and localities to strengthen their library systems. We now propose that another important step be taken through its amendment to consolidate the five existing categorical programs into a single, more flexible authority which would enable the States to assume greater responsibility and initiative in meeting their own needs for library services. I thank the Subcommittee for the opportunity to present our views.

Senator PELL. Thank you very much.

Toward the end of your statement, you touched on some of the fundamental questions which seems to be somewhat at issue between the administration and the Congress. That is the question of consolidation.

I have no present conclusion about the pros and cons of this. I am, however, interested in seeing the intent of the Congress carried out.

One of the reasons for the categorical programs is that while we recognize the merits of unified State program administration, State agencies are not equally competent.

In connection with your thought with regard to consolidation, do you think that title II construction funds, should be combined with the general program of services.

Mr. ALLEN. I think the law should, of course, make clear that the

moneys may be used for construction. It seems to me, again, that it would be very wise to allow the State to determine whether the money is most needed for construction or whether the money is needed more for the handicapped, the disadvantaged or, for rural areas and the like.

This would be spelled out in a State plan. I think this could be determined by the States. They are in a better position to judge whether the money is needed for construction or for services than we are here in Washington.

Senator PELL. To what extent do library resources receive a high priority in the general education program planned by the Office of Education and the administration.

Mr. ALLEN. To what extent does this act have a priority in the total educational program?

Senator PELL. Exactly.

Mr. ALLEN. Very high, especially from my own experience in New York State over the years. I was very active in developing library services and extending library opportunities there.

I feel that the library system is a very fundamental part of the total educational system in our country. I do not think we have taken sufficient advantage of libraries by integrating them into the total educational system.

I can only tell you that we are going to make this a priority. One of the things we are doing in the Office of Education is establishing a separate bureau for libraries and educational technology, to take the administration of the library programs out of the Bureau of Vocational Education where it is now administered and provide a separate agency for them. They will be given more attention and more visibility in the work of the office.

Senator PELL. Yet I can't resist observing that in the last budget, if my recollection is correct, the administration cut out libraries completely, an action which would run counter to your answer.

Do you see any way that this act can be used to encourage the administration to place an emphasis on libraries in schools, an emphasis greatly needed?

Mr. ALLEN. I think adequate library services are a matter of keen interest in the administration, and I am quite confident that increasing support will be budgeted for the program as soon as fiscal conditions permit.

I believe what was cut out were primarily the construction funds, not all of the money for the services.

Senator PELL. I believe that some of the money authorizations used for the actual purchase of books and things of that sort was also left unfunded.

Mr. ALLEN. Title II of ESEA was eliminated and title II of LSCA which allows the purchase of materials was cut 50 percent.

As you know, there is an administration proposal before the Congress to consolidate ESEA.

Senator PELL. Yes. I will be floor managing a similar bill tomorrow.

Mr. ALLEN. All I can say to you is that library service is a matter of very real priority to me and to the office. I am hopeful as we look ahead that we will be able to budget more money for it.

Senator PELL. The announcement of your right to read program is most encouraging. What do you see as the role of libraries in that program?

Mr. ALLEN. I see this role as a crucial one. Reading concerns books and materials which libraries house and provide, and provide services for. As a matter of fact, I have called upon the American Library Association to support the right to read goal. I have had enthusiastic response from them. They are planning to give special attention to this.

I think you will hear about this in the course of the testimony today. I have just written an article for "Top of The News," one of the journals published by the American Library Association, urging them to give special attention to this project.

They can certainly focus more attention upon servicing children. They can do special projects for the illiterate. There are many things that they can contribute to the right to read goal.

I think you will hear more from them on this.

Senator PELL. When do you expect the administration bill to be before us?

Mr. ALLEN. I hope it will be just a matter of a few days. The bill is being processed and cleared right now within the administration.

I think by the beginning of the month, in a few days, we shall have it before you.

Senator PELL. As I understand it, and nothing is final until it comes out, the substantial difference from present law would be the consolidation proposal and the allocation formula.

Mr. ALLEN. Yes, to place more emphasis upon the disadvantaged.

Senator PELL. It is hard to argue with that. What is the timing? How long a bill do you contemplate?

Mr. ALLEN. Five years.

Senator PELL. I congratulate the administration on that thought.

What is the rationale for changing the allocations in the act as has been indicated?

Mr. ALLEN. Simply to direct more of the funds to the areas which we believe to be of greatest need, so that it can be focussed on the special needs of the disadvantaged in our cities and rural areas. That is the principal reason for it. That is a very fundamental philosophy of this administration.

Senator PELL. I find I get dizzy with all the different formulas that are used in the educational bills.

It would appear that the Department is now inventing some new and even more complicated ones than the one we are presently working with. In this regard, I would hope that the formula you use, just for the sake of simplicity to some of us, could be analogous to one of the other almost infinite varieties of formulas that you have.

As we go on, it seems we keep inventing new formulas with little differences.

Mr. ALLEN. I hope it can be understood by us from West Virginia as well as those from Rhode Island and everywhere else.

Senator PELL. There must be a simple formula already in existence that would do the same thing.

Mr. ALLEN. We would expect to have a provision in here where no State would lose any money under a change in the law.

Senator PELL. You mean a grandfather clause?

Mr. ALLEN. Yes.

Senator PELL. Will you furnish us for the record a statement showing the distribution of the authorized funds under your proposal, as compared with the present law?

Mr. ALLEN. Yes, sir; we will do that.

(The information subsequently supplied follows:)

	Basic	Poverty share	Population share	Estimated total allotment	Present formula
Total	$10,400	$7,407	$4,937	$22,744	$23,209,000
10. Alabama	200	262	88	550	426,797
11. Alaska		7	7	214	219,898
12. Arizona		59	43	302	293,116
13. Arkansas		160	49	409	326,058
14. California		422	498	1,120	1,274,001
15. Colorado		59	50	309	323,858
16. Connecticut		44	74	318	377,021
17. Delaware		13	13	226	234,877
18. District of Columbia		34	20	254	256,493
19. Florida		261	158	619	541,442
20. Georgia		290	113	603	472,822
21. Hawaii		19	18	237	247,567
22. Idaho		23	17	240	249,909
23. Illinois		311	266	777	890,490
24. Indiana		153	122	475	521,773
25. Iowa		111	66	377	392,148
26. Kansas		80	55	335	352,755
27. Kentucky		215	78	493	411,243
28. Louisiana		244	91	535	426,136
29. Maine		42	24	266	270,464
30. Maryland		98	93	391	415,498
31. Massachusetts		130	133	463	554,848
32. Michigan		233	208	641	736,845
33. Minnesota		122	88	410	436,808
34. Mississippi		225	58	483	352,723
35. Missouri		200	111	511	498,455
36. Montana		24	17	241	250,424
37. Nebraska		60	36	296	300,544
38. Nevada		7	10	217	223,921
39. New Hampshire		16	17	233	245,807
40. New Jersey		128	177	505	617,329
41. New Mexico		52	26	278	269,222
42. New York		446	458	1,104	1,346,475
43. North Carolina		343	125	668	514,536
44. North Dakota		33	16	249	247,545
45. Ohio		289	257	746	864,989
46. Oklahoma		131	61	392	362,939
47. Oregon		49	49	298	324,861
48. Pennsylvania		237	232	669	974,746
49. Rhode Island		26	22	248	262,994
50. South Carolina		200	64	464	366,634
51. South Dakota		39	17	256	250,814
52. Tennessee		261	98	559	447,235
53. Texas		570	273	1,043	856,366
54. Utah		26	27	253	265,112
55. Vermont		16	10	226	231,039
56. Virginia		222	114	536	474,443
57. Washington		76	74	350	398,659
58. West Virginia		119	43	362	331,103
59. Wisconsin		114	102	416	473,410
60. Wyoming		9	7	216	226,968
61. U.S. service schools					51,248
62. Canal Zone					54,695
63. Guam					54,445
64. Puerto Rico	200	97	64	361	364,386
66. Virgin Islands					52,066

Senator PELL. Finally, what is the estimated need for public library construction to provide adequate services for today's needs?

Mr. ALLEN. I will have to ask Mr. Fry if he can answer that question.

Mr. FRY. We do have some figures. At the moment there are over 250 projects in a preplanning stage awaiting word on release of Fed-

eral funds for 1970. Some of the localities where these projects are have already passed bond issues.

Senator PELL. I am not asking what has been requested. I am asking what is the need.

Mr. FRY. We have an estimated need of 1,700 projects. I don't see the dollar figure on it, but we have an estimate of 1,700 construction projects that are needed. States had identified as of April 1, 1969, the 1,700 additional public library construction projects in the initial planning stages.

Senator PELL. About what would be the total cost?

Mr. FRY. I will have to supply the actual cost figure.

Senator PELL. If you would, furnish us for the record, along with the change in the allocation formula that has been spoken of, your estimate of the need and the expense, in your view, and to have it broken down by States.

(The information subsequently supplied follows:)

NEED AND EXPENSE ESTIMATES, PUBLIC LIBRARY CONSTRUCTION

These projects if aided with Federal funds at the same ratio of the first 1,500 LSCA construction projects, would require $153 million LSCA and $369 million in State or local funds and would be another step toward providing minimal facilities for the public library services.

Senator PELL. Such material will be helpful as we discuss the administration proposal. At a later date, after you present the administration bill we may submit to you some questions so that we get the answers for them in the record prior to our deliberations.

Mr. ALLEN. We will be glad to supply the answers as best we can.

Senator PELL. I thank you very much for your courtesy in appearing.

Mr. ALLEN. Thank you, Mr. Chairman.

Senator PELL. What I thought I would do now is to have the remaining witnesses come up together, so they may engage in a dialog as we go along.

Mrs. Lillian Bradshaw, director, Dallas Public Library; Miss Elizabeth Myer, director, Rhode Island Department of State Library Services; Mr. John A. Humphry, assistant commissioner for libraries, Department of Education, Albany, N.Y.; and Mr. John Veblen, trustee, Washington State Library Commission, Seattle, Wash.; please come forward.

We will start with Mrs. Bradshaw, the director of the Dallas Public Libary and president-elect of the American Library Association.

STATEMENT OF MRS. LILLIAN M. BRADSHAW, DIRECTOR, DALLAS PUBLIC LIBRARY, DALLAS, TEX.

Mr. BRADSHAW. Thank you, Mr. Chairman.

My name is Lillian M. Bradshaw. I am vice president and president-elect of the American Library Association and director of the Dallas Public Library, Dallas, Tex.

I have been a public librarian since 1938, have served as president of the Texas Library Association, am a member of the Southwestern Library Association and active in library affairs on the national level.

The American Library Association, an organization of approximately 40,000 members, strong supports the extension of the Library Services and Construction Act currently authorized until June 30, 1971.

This act, since its original passage in 1956, has created the incentive for local and State action in the establishment, improvement, and systemization of modern public libraries.

The American public library is an institution almost unique in today's world because of its educational concern for "individuals and groups of every age, education, philosophy, occupation, economic level, ethnic origin, and human condition."

The economic growth and social well-being of any country is inexorably tied to the educational vitality of its citizens, its industry, and its government.

For thousands of Americans, the public library provides the most accessible and acceptable way for personal development and economic improvement.

The future will belong to the educated and, with the help of an extended Library Services and Construction Act, public libraries can continue to offer every American his individual chance for self-advancement through opportunities for self-education.

As a librarian in Texas, a State characterized by varying concentrations of population, vast spaces to cover, a diverse population of varied backgrounds and proud heritages, we are concerned with making adequate library service equally available to all Texans, regardless of where they live or the size of the community in which they reside.

There are 254 counties in Texas. With the help of the Library Services and Construction Act, we have reduced the number of counties without library service from 52 in 1956 to 26 in 1969. Local support of Texas public libraries has risen from the 1956 level of 53 cents per capita to the 1968 level of $1.49. Response to the title I incentive grant program of the Texas plan is shown by the 88 libraries which qualified in 1968, increasing to 124 in 1969 and the 145 applying in 1970.

In addition, title I and title III have been coordinated in plans for communication between all libraries in a statewide telephone-telex communications network.

Designation of metropolitan libraries as resource centers under title I and assignment of medium-size and smaller libraries for interlibrary loans and reference services has been accomplished.

This network has gained the enthusiastic approval of our citizens, and universities granting Ph. D. degrees have opened their own network to public libraries, thereby extending and strengthening cooperative use of materials.

This demonstration of cooperative efforts in coordination of title I and III funds has been instrumental in helping to design the new Texas Library Systems Act.

This act, passed by the Texas Legislature in 1969, creates a legal framework for library systems within the State and will, when funded, add State support to local and Federal funds.

The Library Services and Construction Act has, therefore, created cooperation between governments at all levels: local, State, and Federal.

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Funds from title II (construction) have provided incentive for the building of 80 new Texas libraries. These 80 buildings represent a total expenditure of over $16 million, and it should be noted that over 60 percent of that total came from local funds with title II providing only the incentive funds as it was designed to do.

The problems of the urban centers have not bypassed my own city of Dallas: the increase in the number of people to be served, the load placed on public libraries by students, the increased demand for more specialized services to adults, and the great need to reach those citizens previously unreached by the traditional library service.

The LSCA has provided the impetus for large cities to plan experimental programs to meet these needs. As one example, the Dallas Public Library during 1968 began serving economically deprived areas through an experimental bookmobile with funds provided by title I of the Library Services and Construction Act.

This bookmobile service was designed as a library component for Dallas' neighborhood service program and provided area children with books and summer literary activities. Seven thousand children were reached during the summer months; the municipal government was so impressed with the results of the experiment that the project has now been made a regular city activity supported by city funds.

A small bit of seed money from title I was the inspiration for an ongoing program in the economically deprived areas of Dallas. This is only one example of what an LSCA grant can do in one southwestern city.

Much more needs to be done, not only in Texas but in all States. For instance, the Southwestern Library Association, representing Arkansas, New Mexico, Arizona, Louisiana, Okalahoma, and Texas, heartily endorses an extension of this act.

Under the present law, opportunities have been presented to public libraries, plans have been formulated and partially executed. But we have not yet had enough time nor the financial support to achieve our objectives, either on a national level or on a State level. It is a beginning in which all of us can show pride. But we still have far to go to provide satisfactory public library service for all Americans.

I thank you for the privilege of testifying before you and urge this Senate committee to take early and favorable action on the Library Services and Construction Act Amendments of 1970.

Senator PELL. Thank you very much.

Senator Yarborough, the chairman of our full committee, who has done so much in this general field comes from your State, and is very sorry that he cannot be here this morning. We want his regrets made a matter of record.

In Texas, how many of your books, or roughly what percentage, are in the English language and how many in the Spanish language?

Mrs. BRADSHAW. I can't tell you the exact percentage. I can tell you, though, that we need many, many more, of course, in the Spanish language, because this is one of the areas that needs greater emphasis in our use of the Library Services and Construction Act.

Senator PELL. Would you have some idea, would it be one-third in Spanish, a quarter in Spanish, one-tenth in Spanish? Can you give any figure?

Mrs. BRADSHAW. I think perhaps a quarter would come closest.

Senator PELL. And the population is what, roughly, one-quarter Spanish speaking?

Mrs. BRADSHAW. We have a great many. I do not have those exact facts, but I would be glad to supply them to you.

Senator PELL. We would be grateful.

(The information subsequently supplied follows:)

SPANISH BOOKS IN TEXAS LIBRARIES

According to the Texas State Library there is no complete record of the number of Spanish books in Texas libraries, or of the exact number of Spanish-speaking people in the State.

The 1960 census states that 14.8% of the state's population have Spanish surnames. The census provides no figure on Spanish *speaking* persons. Figures in this category would not necessarily be indicative of the number of persons with Spanish background. However, 47% of the total Texas population with Spanish surnames reside in 38 counties. These 38 counties are characterized by meager library resources.

Of the ten major public libraries in Texas, Abilene, Amarillo, and Lubbock have book collections in Spanish of less than 500 volumes; Corpus Christi, Dallas, El Paso, Fort Worth, Houston, and San Antonio have collections ranging from approximately 10,500 volumes in El Paso to approximately 1,250 in Fort Worth.

The following universities hold strong collections in Spanish: The University of Texas at Austin, The University of Texas at El Paso, Texas Tech and University of Houston.

Figures supplied by the Texas Education Agency show low count collections of Spanish language books in school libraries, ranging from a high of 7% in Crystal City, 3% in Laredo, 2.7% in El Paso to 1% or less in other schools.

The Library Services and Construction Act, if extended and funded adequately, can provide a great opportunity for expanded library programs with Spanish citizens of Texas. Val Verde County Library, Culberson County Library at Van Horn, Cameron County Library and the El Paso Public Library are among those which have begun pilot programs with the Spanish population. Many more such programs are needed in order to encourage and to support endeavors to provide innovative bilingual educational efforts in line with state goals.

Obviously there are not enough books available at this time through our libraries to meet the educational and cultural needs of the Spanish in Texas.

Senator PELL. What is your view with regard to consolidation? Do you think the programs should be consolidated?

Mrs. BRADSHAW. As one who has utilized the funds, I see no problem in consolidation. I would say this, that after the funds had been appropriated to the city of Dallas, they probably would be divided for fiscal handling, because this is the way our municipal budget is set up. But this is a matter which could easily be handled on the local level, and I see no problem with consolidation within the framework of municipal finance.

Senator PELL. What is your view regarding a formula change that would put a greater portion of the funds in those areas of cultural deprivation than would presently be the case? That would probably not include Dallas, of course.

Mrs. BRADSHAW. I am afraid it would. We in our city would like to expand our programs in this area. We have a number of opportunities to work with other Federal programs in this case.

Dallas was one of the original 14 demonstration cities and we have been able to work along this line. There are other programs with which we could cooperate in the field of the economically deprived.

Senator PELL. In other words, you would support this proposed change?

Mrs. BRADSHAW. I would support this; yes, sir.

(The following communication was subsequently received for the record:)

DALLAS PUBLIC LIBRARY,
Dallas, Tex., April 7, 1970.

Mr. STEPHEN J. WEXLER,
Counsel, Subcommittee on Education, Committee on Labor and Public Welfare, U.S. Senate, Washington, D.C.

DEAR MR. WEXLER: On my recent return to the office I found your letter of March 6 inviting me to comment on S. 3549, introduced by Senator Javits and representing the Administration's proposal on library services and construction. Thank you so much for your thoughtfulness and your courtesy in extending this opportunity to me.

Because the people of the various states have benefited so very much from LSCA legislation, I would hope that a modified approach to consolidation would be considered. I would suggest three categories: service, construction and specialized services to institutions and the handicapped. By indicating these three categories, the concerns of our Congressmen are clearly revealed as the concerns of our citizens, for our citizens do have these three definite library concerns.

In addition, I would hope that the Bill would authorize specific grants for each of the years during the life of the Bill as are noted in the present Act. Further, I would urge that the formula contained in the Bell bill be maintained. Past and present library legislation has demonstrated to our citizens the value of public library services. The future will demand that every citizen recognize the value of continuing education and the prime role of the public library as a supplier of such education. The message of the necessity for continuing education and self-education must be brought, vigorously and forceably, to every citizen in every state. I hope the extension of the Library Services and Construction Act will allow libraries to do this for every citizen in our country.

Let me thank you again for permitting me to add these remarks to my testimony.

Sincerely,

MRS. LILLIAN M. BRADSHAW, *Director.*

Senator PELL. The next witness from whom the committee would like to hear is Miss Elizabeth Myer, of Rhode Island.

I can personally attest to the success of Miss Myer in her efforts to improve the library program in our own State.

An example of how this works in Rhode Island was discussed in an article about a regional library in northern Rhode Island which recently appeared in the local press.

I would like to have it inserted into the record at this point.

Senator PELL. Would you proceed, Miss Myer?

(The article subsequently furnished follows:)

[From the Providence (R.I.) Journal, Jan. 18, 1970]

THE REGIONAL LIBRARY STORY BEGINS TO GET ENCOURAGING

(By Ben Mason)

If a regional library is ever built in Northern Rhode Island, the history of its conception should be one of the thickest books on its shelves.

The latest stage in the complicated series of proposals and counter-proposals has Woonsocket and Lincoln working on a joint plan which involves three other communities in the operation of the regional facilities, but not in their construction.

However the governor's office has not given up all hope for a tri-community concept involving Cumberland, Lincoln and Woonsocket. One state official indicated recently it still remains a possibility.

At stake is $900,000 in federal and state funds to help build the library; at issue is its location.

The location has been the stumbling block for the regional concept since its inception in the summer of 1968, but late last month Woonsocket and Lincoln announced they had reached an agreement which excluded Cumberland—originally an equal partner.

Woonsocket wants the main library facility in its proposed urban renewal area in the Social Section and Lincoln is willing to accede, providing it gets a branch library near the intersections of Routes 295 and 146, the site originally proposed for the main facility in a 1968 study.

That study also generated the promise of the federal and state funds, but it also generated tri-community controversy because of its site recommendation.

It lay dormant through the fall election campaign, but after Governor Licht took office his federal coordinator, Jack Thompson, began working for agreement among the three communities.

Not even the personal intervention of the governor could bring that about, but Mr. Thompson indicated recently his boss hasn't given up hope.

"The governor is trying to satisfy himself that his office and he personally have done everything they can to bring about a three-way agreement," he said. There has been a discussion with Cumberland town administrator Edward J. Hayden since the Lincoln-Woonsocket announcement, he disclosed.

He stressed he could not speak directly on the subject because the governor is involved and because of the delicate relationships on the issue between the three communities.

But he did say the state wants to "explore all possibilities" and "there are several alternatives up in the air, all hinging on the site. We're paying close attention to all of them.

Of the Woonsocket-Lincoln agreement, he said, it is "simply another proposal in a series of proposals" and must meet the approval of the state, the New England Regional Commission, which would supply the bulk of the federal funds, and the federal Office of Education which would supply the rest of the money.

The original proposal of the 1968 study did meet the approval of the various agencies. It would have located a 50,000 square foot regional facility in Lincoln with a reading room in Woonsocket.

Now Lincoln and Woonsocket are proposing to divide the regional facility with 35,000 square feet in the Woonsocket main library and 15,000 square feet in the Lincoln branch. Barry J. Farrands, Lincoln town administrator, recently characterized this package as "the largest (public) library in the United States."

Rather than the three-way split of the $375,000 local share as proposed in the study, Woonsocket would contribute $325,000 and Lincoln, $50,000. The two communities propose the rest of the study estimated construction cost of $1,311,000 would be met with $375,000 in state funds and the rest in federal funds.

Cumberland still figures in this concept as a potential contributor, along with North Smithfield and Smithfield, to the operating costs. This would not only open up the regional facilities to their residents, Mr. Farrands said, but the three towns would be included in the rounds of the regional bookmobile.

So far only North Smithfield town administrator Carl B. Sandberg has accepted the offer, but Mr. Farrands said he plans to talk to Carl R. Adler, Smithfield Town Council president.

Where Cumberland stands is unsure, with Mr. Hayden maintaining public silence on the proposal. Denying the report that he is the most unbending in the bargaining oversites, Mr. Hayden says Cumberland is solidly behind the regional concept and is willing to compromise on the site.

Whether he will retreat from his November, 1968, proposal to put the main facility near the high school in Cumberland Hill with a branch in Woonsocket is still unclear.

Mr. Hayden also vigorously denies a report circulating in the other communities that he wants the main facility to climax his service as administrator and that he does not plan to run again.

"That's not a fact," he said. He plans to see through the projects he has under way, he said. "I'm going to run."

By Jan. 30, Cumberland, North Smithfield and Smithfield each must name one representative to a proposed regional board of library trustees if they intend to participate. Mr. Farrands has already named his three representatives and

the Woonsocket City Council will act on Mayor A. Edgar Lussier's recommendation of four repersentatives tomorrow.

Both Lincoln and Woonsocket's representatives come from their present library boards. The regional trustees are expected to divide up the operating costs among the participating communities since the Lincoln-Woonsocket proposal is silent on the subject.

January 30 is the extended deadline of the New England Regional Commission for submission of a proposal that will allow continuation of its commitment of funds. The commission's original deadline was Dec. 21, 1969 but the Woonsocket-Lincoln proposal produced an extension.

The proposal has the backing of Pierce F. Connair, head of the library committee of the Greater Woonsocket Chamber of Commerce and principal catalyst in yet another earlier proposal which would have put the main facility in Woonsocket and a branch in a vacant supermarket in the Lonsdale section of Cumberland.

Mr. Connair says the Woonsocket-Lincoln proposal has the advantage of being a true regional concept because it could attract users from nearby Massachusetts communities to the main facility.

But he is alarmed over the delay in resolving the issues. "Every day we're fiddling away, we're losing more library space," he said, since library construction costs have gone up 10 per cent in the past year.

The man in the best position to see the local, state and federal considerations affecting the regional library's future is Jack Thompson. And he says, "Now and then I allow myself to feel slightly hopeful.'

STATEMENT OF MISS ELIZABETH MYER, DIRECTOR, RHODE ISLAND DEPARTMENT OF STATE LIBRARY SERVICES, PROVIDENCE, R.I.

Miss MYER. Thank you, Mr. Chairman.

My name is Elizabeth G. Myer, and my position is director of the Rhode Island Department of State Library Services.

From 1962 to 1964, I served as president of the Rhode Island Library Association, and as a member of the Legislative Commission on Libraries.

The report of that commission to the Rhode Island General Assembly in 1964 resulted in passage of a modern library law in May 1964, keyed to the Library Services and Construction Act passed by the U.S. Congress in February 1964.

I am here today to support the legislation to extend the Library Services and Construction Act.

Coming from the smallest State in the Union, I have been able to see Federal library legislation take effect and, indeed, to see its effects. My vantage point has not only been a good one but a long one, dating from January 1958 when Rhode Island's rural library program began under the Library Services Act.

Rhode Island has participated enthusiastically ever since, first through the State agency, public library services in rural areas and, since 1964, through the Department of State Library Services. I have headed each.

I am speaking on some of the changes for the better that have taken place in our State, which in many cases are typical of changes for the better that have occurred in our region and in other States as well.

I shall move very quickly to actual facts of what we are doing now and what we plan to do as we gain even more support for essential library activities.

I am asking you, however, to view my report in the light of the following background: In 1964 in Rhode Island, all public, school, and college libraries were performing independently of each other except

for a few informal kinds of assistance; the total State aid to public libraries by appropriation was $21,500 a year; and there was no sector of State government given the responsibility for directing library improvement. Support for library services was low at all levels.

In that year, we set up the Department of State Library Services, which today has a full-time staff of 33, and a State budget of $665,773 per year. We can now say that we are moving ahead.

INTERLIBRARY COOPERATION

"Rhode Island Libraries Are One." This is the theme or slogan suggested by the Public Relations Committee of Rhode Island's Advisory Council on Interlibrary Cooperation. It is not so much a goal as an accomplished fact.

Five interrelated library systems cover the State. These systems are making progress in their planning to include all types of libraries: public, academic, school, and special. Each has a council on which all types of libraries are represented; meetings and services include all types of libraries as well.

A teletype and telephone network connects all participating public and school libraries, special libraries, and academic libraries through nine centers, including three special research centers which are in academic libraries. Vehicle delivery of materials is a reality in all five systems.

This correlation of library resources and services would not have been possible without the legal base and appropriated funds provided by the Library Services and Construction Act.

The interlibrary loan network includes all six States in New England. Any citizen, anywhere in Rhode Island, can tap into this network directly through his local public library.

When you consider the resources available in the large university libraries in New England, in some of the major public libraries, and in the government and business libraries, a truly formidable amount of information is available to the citizen.

Still, there is a long way to go. Even a partial lists of the needs not yet met can show you that a sustained and increasing effort is needed at all levels. Union catalogs, or comprehensive lists of holdings, should be developed and correlated throughout the New England interlibrary loan area.

Funds are needed for experiments with data banks and information retrieval systems, delivery of materials to the patron (our use of the potential of computers has only begun as has the use of reproductive and transmittal communications methods); and delivery of the patron to the materials (minibuses with library cards as "bus tokens" have been seriously considered in this tight-knit geographic area).

Further support of active cooperation among libraries is essential if the beginning made are to be maintained and advanced.

NEW OPPORTUNITIES TO WORK WITH THE DISADVANTAGED AND WITH SPECIAL GROUPS

Federal funds have been a real spur in Rhode Island, enabling libraries to work with those nonreaders who, for whatever reasons, are unaware of what libraries can do for them.

The community centers, boys' clubs, and neighborhood youth corps agencies in the cities were obvious target groups for special library services.

Hard-cover books, paperbacks, and other materials have been loaned and consultant help given to the paid and volunteer workers. Such special help is not confined to the cities, however.

Storytelling, bookmobile service, and the lending of resources are carried on in the Project Alert Center in a rural slum and a Head-start program in a small mill village.

Both the Providence Public Library and the Department have had black staff members who have related to the black communities.

Three typical agencies which have been offered assistance in promoting library services are the Urban Education Center, the Afro-Arts Center, and a slum area, church-sponsored coffee house known as the Mouthpiece.

Work with Portuguese children learning English has taken place in the Robert Champlin Memorial Library in West Warwick and, across the bay, public libraries in East Providence and in Bristol are developing collections of books in the Portuguese language.

The State also offers storytelling in Spanish and Portuguese, as well as programs in English for many of these less affluent young people.

For those who have not "made it" in society, thus far, hope for their future is being stimulated by library services which Federal funds make possible.

The training school for girls, the training school for boys, and the Adult Correctional Institution all receive consultant service, book loans, and direct grants for their libraries.

In addition, the State bookmobile makes regular stops at the maximum security and minimum security prisons and at Marathon House which is a rehabilitation center for drug addicts situated in rural Rhode Island.

A large number of films of use to community action groups, social workers, educators, and others who deal with the less advantaged have been purchased by the Rhode Island Library Film Cooperative with a Federal grant. A film list called, "The Detached Americans," has been distributed throughout the State.

In spite of all efforts made by all our libraries to provide complete service to every citizen, only the merest biginning has been made. It is my opinion that public libraries and State library services have a real place in serving this needful sector of the population and, given the necessary funding and direction, can make a significant contribution.

PUBLIC LIBRARY DEVELOPMENT

The authority in the LSCA, and the funds supporting its provisions, have served as an incentive for self-improvement and a local effort to obtain increased funds.

Local public library support in Rhode Island in the 5 years between 1964 and 1969 increased 46 percent.

However, this sustained effort to increase financial support must be continued at all levels, since the per capita amount spent on public library service in our State has just topped the $3 level, a figure well below current national standards.

DEVELOPMENT OF THE STATE AGENCY

I shall mention only four aspects of the total program administered by our small State agency:

(1) Processing Center: The Processing Center established within the Department provides several types of libraries with centralized ordering, cataloging, and processing of books.

It has been developed initially with the automated hardware set up centrally in State government. Bulk purchasing and processing are done mor efficiently at a central place; uniformity of bibliographic data in a State the size of Rhode Island thereby becomes possible; librarians are relieved of much burden and are free to serve their library users better.

Without the impetus of Federal and State funds, this Processing Center could not have been established, and the State would have missed this modern, valuable service.

Expanding and imprroving this ongoing service will require continued funding. Federal backing of such State efforts permits the experimentation and improvements that pay special dividends.

(2) Public library construction: Rhode Island is one of two States which has had State public library construction funds appropriated each year since 1964.

These funds, together with Federal and local funds, have accounted to date for public library construction projects totaling $4,092,022. New buildings, additions, and renovations have been funded in every size of community from Charlestown—with a 1960 population of 1,966—which more than doubled the size of the old building with a $15,000 grant, to Newport, which built a new $900,000 library.

A unique funding provision in the Rhode Island library law permits us to pay the State share for such construction over a 20-year period.

It is impossible to emphasize strongly enough the effect on library development of the construction provisions of the LSCA.

The prospect of construction money has resulted in surveys of library programs, upgrading of library boards of trustees, better community understanding and use of public libraries, and improved library services.

Although we are fortunate to have at least some State library construction funds, Rhode Island also has urgent need for Federal public library construction moneys.

(3) State institutional library service: Institutional library service was virtually nonexistent in the State-supported institutions until the combination of Federal and State funds allowed the Department to make a beginning so necessary in the rehabilitation process.

The first library survey was made by the Department in 1965 and, by 1967, an Institutional Librarian was appointed to its staff.

Consultant visits, work on collections, book talks, training of local staff and volunteers, and loans of rotating collections are being supplied. Encouragement for institutional staff appointments is being given guidance and some funding.

How do you measure: the satisfaction of having a patient in a wheelchair cheerfully comment on his enjoyment of a book talk; or

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seeing a young veteran take on a new interest from a magazine article his library has supplied; or watching an elderly woman make keen decisions on her reading choices from a book cart at her bedside?

In many States, as in Rhode Island, the neglect of library services in State institutions has been appalling; it will take at least another decade of funds at all levels to begin to make up for the deficiencies which exist.

(4) Library services to the blind and physically handicapped: Until October 1967, services to the blind people of Rhode Island were purchased from Perkins School for the Blind in Watertown, Mass.

Since that date, the department of State library services has been designated a regional library for the blind and physically handicapped.

The move to a service based in Rhode Island and an integral part of a library operation have caused much satisfaction among users.

From Perkins, 277 readers were transferred; now 625 persons are registered to use the talking books, braille, magnetic tapes, cassette tapes, and large-print materials.

The personal and intensive library service given to a growing number of patrons is a satisfying one.

It will be some time before we shall be able to seek out all potential users of library services for the handicapped. Better and more sophisticated mechanical and electronic aids to reading are being developed; new insights are being sought into the mental and phychological needs of the handicapped, particularly children; and new materials are being developed for the handicapped. Continued funding to take advantage of these scientific and human breakthroughs is essential.

The great need for expanded library service to the elderly is being explored in Rhode Island and much needs to be done with those who are homebound, in nursing homes, and in hospitals. Some of these older citizens qualify for the special materials and programs provided for by Federal funds under the present title IV–B.

It is my intent and hope that my brief remarks have confirmed your intention to extend the term and strengthen the level of appropriations of the Library Services and Construction Act.

I should also like to have the attached statements from the following be made a part of the hearing record: The New England Library Association, the Rhode Island Library Association, the Rhode Island Advisory Board of Library Commissioners, the Rhode Island Advisory Council on Interlibrary Cooperation, and the Rhode Island Association for the Blind.

Please accept, Mr. Chairman, my sincere appreciation to you and the subcommittee members for giving me the privilege of appearing here today, to voice my convictions and observations on the vital part that Federal library legislation performs in meeting our complex society's needs.

Although I speak for legislation involving all types of libraries, represented in the modern network, I should like to conclude with a paragraph on that type of library which bears a leadership role; quoting from the volume Local Public Library Administration, by the International City Managers Association (Chicago, 1964, p. 3):

To the casual observer, the public library is a pleasant-enough building which some people . . . seem to find useful. It has no graduation ceremony to mark its accomplishment, no sirens to proclaim its response to a call for service, no uniform to set its personnel apart. But invisible pipelines of knowledge connect every person who is still growing and developing with his library. The public library is the secret weapon of the educated man.

I urge prompt and favorable action on the LSCA Amendments of 1970.

Senator PELL. Thank you very much.

The statements you have supplied will be included in the record.

(The information referred to follows:)

Attachment 1

A STATEMENT FROM THE NEW ENGLAND LIBRARY ASSOCIATION

The New England Library Association representing more than 1,000 Librarians and Trustees of these six States expresses its strongest support of the Library Services and Construction Act. Programs in libraries serving readers in all walks of life have been expanded and improved as a result of Federal financing. These dollars invested in library services have made a significant contribution to the general welfare by helping to create an informed citizenry at all levels. In order to consolidate the gains made in the areas of interlibrary cooperation, reference and bibliographic services, library services to those State supported institutions and library services to the physically handicapped, it is imperative that support under the Library Services and Construction Act be continued.

JOHN R. MCKENNA,
President, New England Library Association, (*Librarian, Middlebury College, Middlebury, Vt.*

Attachment 2

A STATEMENT BY THE RHODE ISLAND LIBRARY ASSOCIATION

THE IMPACT OF LSCA ON RHODE ISLAND

One of the key factors in stimulating improved library Services in Rhode Island in recent years has been the Library Services and Construction Act. The combination of state and federal funds has also served to spur greater local support of library facilities and services.

Perhaps the most significant result of LSCA monies is the *interrelation* of libraries in Rhode Island. We don't have *public* library systems, but interrelated library systems, which coordinate the resources of libraries of *all* kinds in the state. Truly our library service has come into 20th century status owing to the five interrelated library systems in Rhode Island. The teletype network, the car delivery, the spirit of cooperation, the increased service to the public—these all stem directly from LSCA funds.

The Rhode Island Library Association strongly urges that the LSCA be continued, for American citizens from all walks of life are directly benefitting from the great humanistic services that are provided by our libraries.

JEAN L. NASH, *President, Rhode Island Library Association.*

Attachment 3

LIBRARY SERVICES AND CONSTRUCTION ACT—A STATEMENT BY THE RHODE ISLAND ADVISORY BOARD OF LIBRARY COMMISSIONERS

The Library Services and Construction Act has been the single greatest force in public library development in the history of Rhode Island. Its advent in 1964 led directly to the swift passage of a new Rhode Island library law in May of that year. Its continued Federal funding of library services has led to improved library services in every public library in the State and put public libraries,

along with the Department of State Library Services, into a leadership position in correlating all types of library services. Its further provision for interlibrary cooperation, for library services in State institutions, and for library services to the blind and handicapped are of inestimable value and must be continued. Rhode Island goes on record as asserting that Federal public library construction funds, which sparked this State to have State public library construction funds, have resulted in the greatest move toward improved public library facilities since Carnegie building days. This Board urges the Congress to continue and increase Federal support of library services, which, in Rhode Island, reach from the college professor to the Boys' Club youngster.

DONALD T. GIBBS,
Chairman, (Librarian Redwood Library and Athenaeaum Newport, R.I.)

Attachment 4

LIBRARY SERVICES AND CONSTRUCTION ACT—A STATEMENT BY THE RHODE ISLAND ADVISORY COUNCIL ON INTERLIBRARY COOPERATION

The special concern of this Council is Title III of the Library Services and Construction Act. In our opinion, this is one of the most important pieces of library law which Congress has passed. The immense amount of knowledge available today, and the need for information at all levels among the citizenry make a sharing of resources imperative. Rhode Island has been able to move ahead into a complete library network with Federal funding as an incentive. It is our earnest hope that in the extension of the Act, this idea of cooperative effort will have a high priority. We speak for all types of libraries as well as for all citizens of the State when we urge the inclusion of Federal support for interlibrary activities.

ARTHUR C. COE,
Chairman, (Citizen Chairman Horton, Church & Goff, Inc. Marketing-Advertising-Public Relations, Providence, R.I.).

A STATEMENT BY THE RHODE ISLAND ASSOCIATION FOR THE BLIND, PROVIDENCE, R.I.

The Rhode Island Association for the Blind urges the continued funding of Title 4B of the Library Services and Construction Act (Library Services to the Blind and Physically Handicapped). The continuance of this service in the Rhode Island Department of State Library Services is vitally needed if the best interest of blind and physically handicapped persons in Rhode Island is to be realized.

The institution of the library services at its present location in Rhode Island Department of State Library Services has accomplished one of the most dramatic improvements in service to blind and physically handicapped persons that has taken place in recent years. Not only are individuals utilizing the library afforded a more rapid, more personal and more satisfactory service but agencies working with and on behalf of Rhode Island blind persons are more readily provided reading materials needed in programs which they administer.

This Association has found this particularly true in its Pre-School Program for multilple handicapped, visually impaired children and its Summer Program For Youth. Since the library has been located in the Rhode Island State Department of State Library Services, it has been possible to have supplied the kind of materials specifically needed. Staff of the Rhode Island Library service are keenly alert to filling these needs. For these reasons, this Association urges and implores that—

1. Title 4B of the Library Service and Construction Act (Library Services to the Blind and Physically Handicapped) continue to be funded in an amount no less than in the past, and with an increase in funding, if possible.

2. That the location of Library Services for the Blind and Physically Handicapped continue to be provided through the Rhode Island Department of State Library Services.

Mrs. Helen W. Worden,
Executive Director.

Senator Pell. Have you any view with regard to the consolidation proposal of the Administration?

Miss Myer. Yes, I do, Mr. Chairman. I think it is something we could adapt to. I would expect that it would be of such a nature that it would not diminish the categories that should be stressed under it and which give incentive to the State and local effort.

Senator Pell. We in the subcommittee will be considering that very carefully. I am concerned that we might move along in this direction and then some of you witnesses might come back wringing your hands in a few years saying that "Our State government is unsympathetic to this program."

In responding to these questions, I would hope you would look down the end of the road.

As I understand it, you are saying that basically you would be in support of some consolidation.

Miss Myer. If there are safeguards for the emphasis on the aspects now contained in the present titles, and if the consolidation did not mean an overall sum reduced from what is necessary.

Senator Pell. Not from what is necessary, because we don't have what is necessary now, but from what is allocated.

It is very hard to put safeguards in unless you have actual separate programs. This is one of the problems. How do you see safeguards? What kind of safeguards? Can you give me an example?

Miss Myer. I would certainly have brought out the importance of interlibrary cooperation with requirements to insure that the various types of libraries are specified.

I think that has great potential.

Senator Pell. There might be a requirement that a State plan be furnished for approval.

What is your reaction to the formula change, which would provide for a greater amount of money to be spent in areas like South Providence or West Warwick, and less in some of the other areas?

Miss Myer. I believe that in a State plan there can be provided the means to serve these deprived areas without spelling out a precise percentage.

I think each State is different, and in the judgment of the State Library Agency it is important to use the funds to the best advantage.

Senator Pell. It doesn't always work out that way, human nature being what it is, the community that pays the larger share of taxes has the largest leadership quotient in the State.

Very often it makes the loudest squeek to get the most grease. Unless there is a formula of some sort, one would not find, I think, that this would be the case.

How do you propose it be done?

Miss Myer. I really think that with a formula that requires local effort, there would be no conflict.

In our own State of Rhode Island we have seen in the most affluent section, Barrington, an example of their responsibility to the disadvantaged area of our population. They have brought out a very complete listing of all their holdings on the black community. They were astounded when they compiled this bibliography to find that they had bought so wisely and extensively.

Of course, through the network they are available to the entire State.

Senator PELL. I don't think I made my point clear. Don't you think that if a certain amount of money is available on a State basis, that unless there is some Federal string attached to it, the temptation is to spend it either on an equal basis, which gives you the greatest political protection from criticism, and particularly in an area where there is a lot of opinion leadership, which would want more help for its library over other nonarticulate areas.

I think it would be very hard, unless there was something in the law, for you to give the disadvantaged area more per capita than the more affluent area.

Miss MYER. We seem to be getting into equalization grants. We believe in Rhode Island in making communities work and earn.

I do think we have a conscience about the disadvantaged. If it has been proved necessary or proves necessary to have a formula, we could adapt to it.

Senator PELL. I think we come to the whole philosophy of the Federal education programs.

We could say, by the same token, that with good conscience we will leave it to the States to spend more money in the core areas of the cities. But we have found that if left to the conscience of all the States, North and the South, it doesn't always work out that way. Sometimes you have to encourage the conscience with some kind of Federal suggestion.

Miss MYER. Perhaps I am not the best one to speak on this, Mr. Chairman, because in our metropolitan areas we do make grants that are generous and the programs that metropolitan areas submit to us indicate attention to this segment of the population.

Senator PELL. Thank you.

I have one other question of a very local nature.

What is your view with regard to the viability of having two libraries in Newport? You mentioned Newport. It has a private library and a public library.

Miss MYER. I think every citizen in Newport is entitled to have free access to library service. I think we are fortunate that in Newport the special library at the Redwood can concentrate on its particular role with its special materials.

I think it is undoubtedly necessary to have a strong public library where every age group can find materials and a broad spectrum of materials.

We have had a recent example where a judge's son went to Redwood and didn't get what he needed. He went to the public library and found just the thing that enabled him to get a job. We can give that as an example for the record.

Senator PELL. Thank you very much.

(The following information was subsequently received for the record:)

RHODE ISLAND DEPARTMENT OF STATE LIBRARY SERVICES,
Providence, R.I., March 13, 1970.

Hon. CLAIBORNE PELL,
The U.S. Senate,
Committee on Labor and Public Welfare,
Washington, D.C.

DEAR SENATOR PELL: At the suggestion of Mr. Wexler from your office, I am sending you my comments on S. 3549.

I realize that you will probably incorporate only a few brief statements in the testimony which you have so helpfully left open.

Item 1 contains my comments on the Administration bill. Item 2 contains an alternate plan which I feel would be beneficial to Rhode Island.

I trust these comments will prove helpful to you.

Very sincerely yours,

ELIZABETH G. MYER, *Director.*

Enclosures.

ITEM 1

COMMENTS ON S. 3549

I have reservations about the Administration bill. However, if it is adopted with the proper safeguards for channeling Federal money where Congress wishes it directed, Rhode Island could adapt to it.

One of the major weaknesses in the Administration bill is the lack of any authorized amounts.

It would be necessary for me to see the relative position of funding for Rhode Island versus funding for other States before I could make an intelligent comment on the proposed 50% weighting in the direction of poverty areas. It is my concern that States in the middle of the economic spectrum may be seriously hurt since the 66%—33% limit protects those in extreme positions.

If the Administration bill mandates a council as described in 103 (C) (3), this would conflict with the present Rhode Island library law. (There is at present a seven-member Advisory Board of Library Commissioners appointed *in part* by the Governor.)

Consolidation conceivably will reduce some of the paper work of administering the LSCA. However, the separate components will still have to be administered. Also, the State Plan will have to reflect the activity.

Item 2

Rhode Island would like to make the following additional comments and proposal:

I

It is agreed that in many ways the State library administrative agency is closest to and best able to decide on needs and priorities for library services within a State, and that *inflexible* categorical grants limit effective use of appropriations.

II

In certain ways, it is most appropriate that Congress maintain some direction of the use of funds when the appropriation of these funds is intended for specific purposes.

III

We therefore suggest that a compromise proposal be considered:

(1) Retaining the present Titles of the LSCA.

(2) That up to 30% of the funds appropriated for any one Title be transferable to any other Title according to the State Plan and at the discretion of the State library administrative agency.

This would permit the considerations in items I and II to prevail.

Senator PELL. Our next witness is Mr. John Humphry, assistant commissioner for libraries, Albany, N.Y.

STATEMENT OF JOHN A. HUMPHRY, ASSISTANT COMMISSIONER FOR LIBRARIES, DEPARTMENT OF EDUCATION, ALBANY, N.Y.

Mr. HUMPHRY. Thank you, Senator.

My name is John Humphrey. I am assistant commissioner for libraries, New York State Education Department, responsible for administration of the Library Services and Construction Act in New York State.

I am also immediate past president of the American Association of State Libraries. I am speaking in support of the bill to extend the Library Services and Construction Act.

Much has been accomplished in the years since 1956 when the original act was first passed in support of public library service. Notable and identifiable improvements in book and information programs have been forthcoming in every State through this partnership of State and local effort with the Federal Government.

May I describe a few of the programs that have been undertaken in New York State with the funds provided by this act and which will substantiate my contention that its extension is essential.

In recent years the New York State Education Department has stressed equal opportunity, including library service, for all its citizens.

Emphasis, therefore, has been placed on reaching out into communities—in the big cities and in the less populated areas as well—to provide library service to those who have not previously been served, often referred to as the disadvantaged.

New doors have been opened, new vistas, new opportunities, and new challenges have been introduced to this segment of our population in New York State through funds provided by this act.

To be specific, in the fiscal year which ended June 30, 1969, New York State allocated some $2,700,000 of its title I allotment—$2,800,000—to its public library system for upgrading library service throughout the State in a variety of ways.

Of the $2,700,000 thus allocated, $1,400,000 was granted to seven public library systems in the State to support special programs of service to the culturally and economically deprived citizens, many of whom live in the major cities.

The three public library systems of New York City, Brooklyn, and Queens, for example, have devised plans that serve the special requirements of the residents of the several boroughs.

The Queens Borough Public Library provides its preschool youngsters in disadvantaged neighborhoods with special opportunities to improve reading skills and comprehension.

The community coordinator program in Brooklyn also emphasizes the concept of helping people help themselves, through specially conducted story hours, lectures, reading courses, film programs, and so forth.

These opportunities are provided either in the library or in a community facility such as day-care, social, or welfare centers.

Library personnel work in all of these communities to help make residents aware of the many ways books, reading and libraries can assist them. While youngsters attend story hours or are engaged in book-related games, the parents may attend a lecture or film on self-improvement through the use of books.

The New York Public Library's Countee Cullen Branch Library provides intensive service programs for disadvantaged residents through special book collections and staff assistance. Similar innovative programs are underway in Rochester, Syracuse, and Buffalo.

These projects constitute a major contribution to the solution of the problems caused by the alarming increase in crime plaguing all of our great cities.

The New York State Library, also with funds provided through this act, has sponsored two major studies or evaluations of the programs just described. The first was conducted by the staff of the Bank Street College of Education in New York City.

Findings included principles that have guided the State library, and the libraries responsible for providing these services, in the development of new and improved programs.

For instance, consumers of these special library programs for the disadvantaged have been involved to a greater extent in the planning of them.

There has been more emphasis on language programs, as well as additional professional guidance in such areas as sociology, political science, and environment. Indigenous personnel have been added to the staffs to help conduct these programs, thus providing interesting employment opportunities for members of the community served.

The other evaluation study conducted with LSCA funds was prepared by the staff of one of New York University's special research offices, who studied interesting approaches to serving disadvantaged persons in Buffalo, Rochester, and Syracuse.

These independent assessments produced by experts in research now lead the staffs of the State library, as well as those in the local libraries under study, to new and improved techniques in making the library vital, useful, and meaningful in the mainstream of the everyday activity of our citizens.

In partnership with local and State personnel, Federal funds provided by the Library Services and Construction Act have made possible grants for strengthening community reference collections, so that more efficient use of resources can be achieved.

LSCA grants have also helped broaden audiovisual collections which are especially important in serving those segments of the population who are not now book oriented.

Title II funds for construction have provided incentive for local communities to improve outmoded physical facilities to such an extent that in our State there are now more than $5 million worth of requests for Federal funds filed in our office.

It is unfortunate that at a time when so much interest has been generated by localities throughout the State, that he program is being threatened by lack of funds.

Title III funds for interlibrary cooperation continue to support research and planning, from which activity NYSILL, or the New York State inter-library loan program, came into existence.

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This program is based at the New York State Library, a collection of 4 million books, pamphlets, maps, films, recordings, and other materials serving State government and backstopping libraries throughout the State.

This supportive role is now shared by several other research and subject libraries cooperating through a computerized teletype communications network.

Titles IV–A—State Institutional Library Services—and IV–B—Library Services to the Physically Handicapped—have received only token funding to date.

Two pilot plans, one in a correctional institution and one in a mental hygiene institution, have been undertaken but further interdepartmental action involving the State education department and health, welfare, and correctional agencies in the State, to plan for improved institutional library service, is in abeyance until realistic appropriations are forthcoming.

Similarly, plans to improve library service to the blind and physically handicapped have been held up, although the public library systems have been making plans to publicize and eventually to share in the provision of this service.

The funds the Federal Government has provided to support a variety of public library programs have been and continue to be appreciated by the people.

Improved planning has been inaugurated, but it can only be sustained if appropriations are made on schedule. Uneven and spasmodic funding makes effective planning difficult, if not impossible.

There are many other reasons to support the continuation of the Library Services and Construction Act for a period of time to permit sound planning. I should like, therefore, to urge a 5-year extension of the act.

The financial plight of our cities continues to threaten the continuation and strengthening of public library service at a time when our citizens need it so desperately.

If funds are needed for urban education, it also follows that funds are needed for library programs in urban areas. Cooperative efforts must be supported so that needless duplication of expense can be avoided. Adequate support of title III will help make this possible.

The statements made thus far refer to my own State of New York. At this time, I should like to note the official position of the members of the American Association of State Libraries, representing the 50 States, with respect to the extension of the LSCA.

The ASL recommends a 5-year extension of LSCA beyond its present expiration date of June 30, 1971. In the extension of this act, specific attention must be directed to the following points:

1. High priority to library services to the disadvantaged;
2. Fiscal support for strong and vital metropolitan area public library service;
3. Increase in the relative importance of intertype library cooperation;
4. Consideration of some consolidation of separate titles for administrative convenience and flexibility;
5. Strengthening of State library agencies, particularly in capacity for planning, research and evaluation.

I should like to thank the committee for the privilege of testifying on behalf of the extension of LSCA, and to thank the Congress for appropriating the funds which have made possible the progress noted in this testimony.

The opportunities of this act has opened up to our citizens for advancement at every level, greater productivity on the job, and the privilege of making a contribution to society, are proofs of its utility and effectiveness, as well as an investment in our faith in the future of our country.

Senator PELL. Thank you very much, Mr. Humphry.

What is your own view with regard to consolidation? Would you be for consolidation?

Mr. HUMPHRY. I think some consolidation is desirable. I think the profession is moving in this direction; that we are as others of my colleagues have mentioned, stressing the fact that we are moving into an era noting the interdependence of libraries, and the fact that no library stands alone any longer.

We must take into account that the politics and the economics of this situation dictates this course, some consolidation.

I think to follow up some of the excellent points that Miss Myer made, perhaps regulations might be framed and instituted which would provide some of the protections that Miss Myer referred to.

In other words, let us think about the components of a total program of library service. In my estimation, I think of these components as comprising a total program: First, a building built for the purpose, built to serve as a library.

Second, a collection of books and other materials representative of the needs and interests of the people.

Third, a sound service program and, fourth, the staff to interpret these materials.

Then, too, you ought to have a good public relations and public information program to get the return on the investment.

If this type of concern is expressed by both the Federal Government through its Office of Education and its library planners, again through the various State library agencies responsible for the administration of these programs, I think you will have some built-in protections so that you don't end up with distortions in library service programs.

I think you have hit on a number of interesting points. You cannot leave all of this planning to chance. There must be some protective features.

The planning role in a State library agency is vital. A total plan of library service could then be submitted by the States to the Office of Education for library personnel there to assess it, evaluate it, and see whether it, in the eyes of the people who sit at this level and can see the entire picture, meets certain requisites.

Then I think you can talk in terms of greater consolidation. But I do think you need these built-in protective features so that, as you have pointed out, you do not end up with distortions of service such as some States spending all the money for buildings, all the money on books, but that you move along concurrently to meet a multitude of library problems in a way that is going to serve as many people as possible.

I think in each State you will have to assess the situation and find out what the real problems are.

In many States, you are going to find that the fiscal problem of the cities, the tremendous numbers and concentrations of population in small areas, pose other kinds of problems. Each area, each State, must tailor its program to meet these requirements.

Senator PELL. But if at the Federal level it is found that they do not meet the requirements, then would the Federal level have the power to withhold the funds?

Mr. HUMPHRY. I think the Federal personnel would then say, "I think you should discuss with us this total plan and let us see if we can, together, work out a plan that would more nearly meet the requirements as we see them."

Senator PELL. What would be the sanction, that the moneys would be withheld?

Mr. HUMPHRY. Yes.

Senator PELL. I thank you very much.

One other question in connection with the formula: Do you feel that the formula should be devised in such a way that more money goes to those States with the highest concentrations of underprivileged?

Mr. HUMPHRY. Yes, I think there should be some weight factors in the existing formulas. It is difficult to devise one formula that is going to keep everybody happy. There is no need to bypass the issue. Formulas are difficult.

Here, again, I think we have to look at what the requirements of the area are and try to work out a plan that is going to serve best the people in question.

In the New York City area, for example, you will have a very different set of circumstances than you have in upstate New York.

Yet you are going to need some compensating factors. To get back to another point Miss Myer made, here is where equalization must come into play. Perhaps there should be a floor, a kind of grant below which you could not go, plus some incentive factors.

If local effort is expended, if qualitative programs are provided, if some kind of intent is indicated by the local or regional authority to do a better job, such effort should be rewarded.

It is difficult to build all these intangibles into a specific dollar and cents formula. But I do believe that somewhere along the line the States should have opportunities to present thoughts on how to devise the various formulas to meet a variety of special needs.

You can't pull a blanket over a State and say, "This is what will happen everywhere." You need a patchwork approach if you are going to do a successful job.

Senator PELL. As you know, if you have a basic philosophy of rewarding those with the most meaningful programs, you would end up giving areas like Westchester County greater help.

Mr. HUMPHRY. Yes. That is why I think you need several factors other than just local expenditure levels and so forth. Perhaps the people up in the north country of New York State need the service just as much as the people in Westchester but they are simply unable, on their own, to pay the bills for this qualitative level of service.

Senator PELL. I would like to ask you the same question I asked Mrs. Bradshaw. How many of the books in the public library system, or what rough percentage, are not in the English language?

Mr. HUMPHRY. In all the libraries of New York State?

Senator PELL. Yes. Is it 1 in 5, 1 in 20?

Mr. HUMPHRY. I would say about 1 in 5 in the larger public libraries, scaling down to something around 1 in 20 in smaller public libraries.

Senator PELL. And how many of your people are basically non-English speaking with regard to their first language?

Mr. HUMPHRY. You will find the heaviest concentration of non-English-speaking people in the cities. New York City, with 8 million people, will have perhaps 1.5 million who are either non-English speaking, or who do not read in the English language.

Senator PELL. In other words, you have a higher proportion of books in foreign languages, than of the population figures.

Mr. HUMPHRY. Here is a kind of come-on. We would like to serve the people interested but who may not be oriented to the English language or who don't read the English language at all.

There is a kind of hoped-for interest in enticing them to use a library. I think that through an audiovisual approach that I mentioned in my testimony, through films and recordings, emphasizing materials in languages that are familiar to them, we can then interest these people in reading.

Senator PELL. Thank you very much.

Incidentally, I would like to add that I know Senator Javits regrets that he is not here. He would be if he was in the United States. However, he is in the Far East at this time.

Mr. HUMPHRY. Thank you, Senator Pell. We appreciate the Senator's expressed interest in our library program.

Senator PELL. I have one question on behalf of Senator Javits.

Are you supporting the 5-year or the 4-year extension?

Mr. HUMPHRY. We should like to support the 5-year extension.

Senator PELL. Thank you very much.

(The following communication was subsequently received for the record:)

THE STATE EDUCATION DEPARTMENT,
Albany, N.Y., April 7, 1970.

MR. STEPHEN J. WEXLER,
Counsel, Subcommittee on Education,
U.S. Senate, Washington, D.C.

DEAR MR. WEXLER: As a follow-up to my March 12 letter with respect to S. 3549, may I make the following comments.

If the Library Services and Construction Act had been funded at authorized levels or above, it would be less difficult to comment on the value of a consolidated bill. While we feel that separate funding allocated for the several purposes of the Act as it is presently constituted is preferable to consolidation, we realize that some consolidation is both desirable and inevitable. If authorized appropriation levels could be reached or exceeded, we feel it would be feasible to consolidate all titles under LSCA relating to services, that is, Titles I, III, IV–A and IV–B. We have reservations about adding Title II: Construction to the other titles.

The proposed consolidated bill provides for mandated appointment by the Governor of an advisory council if said council is to be provided expenses under the act. As you might expect, we here in New York where there is a strong State Education Department in which the library agency is organized feel that such a requirement is unrealistic. We would suggest that the words "by the Governor"

be deleted so that in states where the organizational structure is already in existence and successful there would be no penalties. For many years, our Regents Advisory Council on Libraries has served a useful function, the one intended in the proposed bill. There should be greater flexibility in the appointment of an advisory council.

New York State has emphasized service to disadvantaged areas and people, and is continuously evaluating programs seeking new approaches to implementing plans for compensatory education. We are concerned, however, over the fact that the bill implies that all money must be spent on disadvantaged areas before any other projects could be funded. Our interlibrary loan program, for example, is of high priority, but it serves more than the disadvantaged. If this concept were carried forward to the construction title where priorities for constructing libraries in localities without libraries and in disadvantaged areas were mandated, our present highest priority, namely system headquarters libraries and central libraries, would be by-passed. The ultimate service potential of a new building and the inadequacy of present facilities are factors that should receive serious consideration in establishing priorities.

We endorse with enthusiasm the proposed provision guaranteeing no reduction in the level of State support.

I hope that this information will be of some use to you and that you will not hesitate to write again if you think we can supply additional information.

Sincerely yours.

JOHN A. HUMPHREY.

Senator PELL. Our next witness is Mr. John Veblen, of Seattle, Wash.

STATEMENT OF JOHN VEBLEN, TRUSTEE, WASHINGTON STATE LIBRARY COMMISSION, SEATTLE, WASH.

Mr. VEBLEN. Thank you, Mr. Chairman.

I am John Veblen, a Seattle lawyer and a member of the American Library Trustee Association and the Washington State Library Commission.

The commission is appointed by the Governor to bring citizen interest and support to the library program. We are legally responsible for planning a program for the development and improvement of library service throughout the State and for the Washington State Library.

We consult with librarians, Government officials and other citizens in carrying out that responsibility. The members serve without pay.

I feel that being the only nonprofessional person here I carry a burden of responsibility for thousands of people today.

Also, I will be talking a great deal about cooperation. Since it is not very difficult to switch from the word cooperation to consolidation, I would like to remind the Senator I have not had the chance to study any bill that would be coming out from the Commissioner's office, because I understand it has not yet been presented. I do not know what the words and phrases are or what he actually means by collaboration, what he actually means by allocations.

I would not like to have what I am saying here to be interpreted to be necessarily a support for this. The idea of collaboration does not offend me in any sense.

It seems to me that the cooperation we have had in the State of Washington would be the type of thing that could easily be turned to collaboration. But I would not wish my remarks today to be misinterpreted. Nor do I think that any member of this panel has had any chance to review anything from the commissioner's office.

Senator PELL. In other words, there has been nothing to review.

Mr. VEBLEN. Yes. I thought perhaps listening to the Senator, perhaps you thought we had had something before us. We do not.

Senator PELL. No. I understand.

Mr. VEBLEN. One of the things that I would like to concentrate on today, simply because time does not allow us to really concentrate on four aspects of this, is two aspects of the Library Services and Construction Act, namely, title III and title IV.

Title III is one that I have had considerable experience with in my 5 years on the Washington State Library Commission. I have watched it develop and I would like to comment as to what we have done and why we feel it is so important in the State of Washington. We are well aware of the population explosion.

Mr. Chairman, I have some written remarks in which I refer to various facts and figures. I would like to request that they go into the record.

Senator PELL. They will be incorporated into the record.

Mr. VEBLEN. Thank you, sir.

I am almost constitutionally unable to read a written statement because I get bored with my own reading. I would much rather discuss it informally.

Our title III program started almost immediately after the Congress passed the LSCA, and 3 years ago this month we were fortunate enough to be able to gain the support of two consultants who were helpful in devising a plan for the State of Washington.

This plan is nothing more or less than what we refer to as the "library network" which would mean a gradual introduction of electronic means of communication into our system so that we would be able to tie all of our libraries together.

When I say "libraries," I am talking about the special libraries, the academic libraries, the school libraries and the public libraries.

We as trustees are very conscious of the fact that when we stand up and are counted as trustees, the persons to whom we are speaking do not think of us as just public library trustees, but they identify us as spokesmen for all libraries whether it happens to be a special library, a business library, an academic library, a public library, or a school library.

We are very interested in seeing to it that the different types of libraries are tied together as closely as possible. Our plan would integrate many elements that we presently have in the State. It is not perhaps much different from plans of many other States.

We have attempted through our plan to incorporate and to recognize the fact that we are a far distance from the centers of population and from many of the very fine research libraries of this country.

Therefore, our particular problem is not only to build strong libraries and have those strong libraries able to supply our citizens: A user may walk into his own library and have a particular volume sent to him, rather than require the user to go to some other library. We also realize and hope we will be tied in with all the national research libraries.

In other words, when our users come into the library they will have access to the area service centers which may be able to supply them with their needs, but if the area service centers cannot supply the needs of the users, we hope to have very rapid means of communication for finding the particular source of the material they are seeking.

When that source is found, whether it happens to be in our local

area, in our State or in our national resources, we hope to obtain the material for the patron as soon as possible.

So while we would expect that during this period of time we would handle most everything within our center, we would like to know that if a doctor were doing a special research project, that doctor would be able to have access to the National Medical Library and have the information returned to him as soon as possible. This is what we envision as interlibrary cooperation in our network program.

With this in mind, we have been talking about exchanging ideas all over the United States. Our State librarian has addressed two national meetings in regard to our own plan. We have invited people from Alaska, Montana, Idaho, and Oregon, to sit in on our meetings as we do our planning, because we feel that nearby States are also concerned.

Since we are so far along in this project, our feeling is that it would be a shame to lose the impetus that we have in regard to this particular program. This is why I would urge that the extension of this Library Services and Construction Act take place. Certainly, as far as I am concerned, 5 years would be better than 4.

I would like also to point out that we have done wonders with the little bit of money appropriated, and explain how we have used this money in our State of Washington under title IV, institutional libraries.

We have in the State 45 different divisions and institutions that we have been able to tie together in a very elementary type of a network.

All institutions now receive some sort of library service. This does not mean that we are doing the job that we should be doing. This costs a great deal of money.

For our library service in the State of Washington for somewhat over 3 million people, we started in 1966 spending $43,000, and we are persently spending now, for 1970, $331,000. These are State funds that I am talking about.

We have recognized the impetus that has come from the Federal Government, making us redirect our thinking and making us want to do a better job. As it stands now, we are in a position where if we had more money we could do a better job. We have only 10 librarians presently, professional librarians, actually directing this program.

We have 45 institutions that we are actually serving. We have been able to persuade the public libraries and other special libraries in the areas of the institutions to provide service to these various institutions.

We have a very cooperative system because we have all of our institutions under one supervisor, so that the institutions that we are serving range all the way from the correctional adult institutions down to the veterans' homes and the division of mental health. We get a rapid turnover.

It is my understanding that some of these people in the institutions served will be there for a short period of time, some for months, some for years, but when they come back again to the everyday world, they will be familiar with the services of the local library, and may also have started on a program of education which will improve their employment prospects.

We find that the reading that takes place within these institutions, because they unfortunately have the time to do so, is perhaps nine times as much as the average lay citizen.

So you can see how much more we could do if we were able to adequately staff some of these rehabilitative institutions.

Mr. Chairman, I could go on at some length and I don't mean to burden your time, but I would like to thank you very much for the courtesies extended to me here, and to urge the extension of the Libarary Services and Construction Act.

We as trustees always seem to be saying if we had more money we could do a better job. I think we have done a splendid job and I think librarians have done a splendid job. They can't speak for themselves, but I can speak for them. I think they have done a splendid job with the funds they have had.

I think some means should be found to extend the type of library services and construction that we have and that we can in the future have more adequate funding so we can do a better job.

(The prepared statement of Mr. Veblen follows:)

PREPARED STATEMENT OF MR. JOHN VEBLEN, MEMBER, WASHINGTON STATE LIBRARY COMMISSION

I am John Veblen, a Seattle lawyer and a member of the American Library Trustee Association and of the Washington State Library Commission. The Commission is appointed by the Governor to bring citizen interest and support to the library program. We are legally responsible for planning a program for the development and improvement of library service throughout the State and for the Washington State Library. We consult with librarians, government officials and other citizens in carrying out that responsibility. The members serve without pay.

I am here today representing the thousands of board members responsible for the operation of State and local libraries. We support extension of the Library Services and Construction Act which expires June 30, 1971. The funds appropriated under this Act, while inadequate, have benefited millions of our heretofore neglected citizens. Today I will speak specifically in regard to two of the four titles but only because time does not permit discussion of the important progress made under all provisions of the Act. In addition, my remarks will be on the activities in Washington State as an example of what has been accomplished to date throughout the Nation.

Two expressions—information explosion and population explosion—have been used so often to describe current conditions that they may have lost their impact for some, but in our area they have passed from rhetoric to reality with daily significance for libraries.

Population increase is truly an *explosion* when the number of book checkouts in a library in suburban King County goes from 16,063 in 1965 to 114,275 in 1968, an increase of 611%. You may be assured that local tax income has not risen that fast!

There has been much testimony offered about the raid expansion in amount of information. This, too, becomes a serious explosion when this increase is translated into what a library can buy; e.g., a large metropolitan library's book budget would buy 28% of the titles published in 1957, while in 1967 its book budget, even though considerably larger, would supply only 15% of the book titles coming off the presses.

No, we do not expect that any library will be able to cope with these explosions individually, but we do expect them to devise means whereby all libraries within an area can do so collectively.

As trustees, *we* sensed an identical purpose in the minds of the Congress when it added Title III to the Library Services and Construction Act.

Title III, Interlibrary Cooperation is the vehicle through which the States and the library profession are working on solutions to this problem by planning and developing networks within the States. Such networks are designed to tie in with the national information networks.

In 1967 the Washington State Library Commission, upon the recommendation of the Title III Advisory Council, employed the services of two well-known consultants in the field of automation and library information programs to prepare a plan for the effective coordination of libraries of all types, and information centers. The resulting proposal has been accepted in principle, and the Washington

State Library has proceeded to present the proposal to the profession and citizens of the State.

The phrase "library network" is used to mean the gradual introduction of electronic channels of communication between and among all libraries in the State. These inter-connections will enable libraries to transmit and receive printed and graphic materials in the same way that voice traffic flows over telephone lines.

The need for such a plan arises basically from the increasing demands placed upon libraries and the resulting necessity for better utilization of existing resources.

Many elements of the proposed plan are already either in existence, in experimentation, or under discussion within the State. The plan integrates these elements into a progression of steps and provides the rationale and time table for implementation. Also included are specifications for computer operations to produce directories of holdings and equipment recommendations for the electronic communications Switching Center which will be the focal point of the network.

The library network plan uses the individual libraries in the State as its main building blocks. Around these libraries the plan constructs a communications framework which links the individual libraries into twelve suggested geographic areas. A library in each area is to be designated as an Area Group Center. The Group Centers will be connected to the Switching Center and through it to the major State resource libraries and to national resources as well. In addition to area affiliation, an individual library also may elect to associate with a Specialty Group. Such groupings may be formed as a result of requirements for service to specialized constituencies, such as the medical community and the legal community. Specialty Groups will also be connected to the Switching Center. Prior to the development of the Switching Center, major resource and specialty resource directories will be located at each Area Group Center. The administration of the network is to be at the State Library.

The basic premise of the plan is to expand the availability of materials to every resident of the State. The means to achieve this goal are: a "democratization of information" whereby all information is made uniformly available when feasible; an increasing concentration of equipment at clearly defined points, to assure that the most direct and efficient methods are used to deliver requested information; a willingness on the part of libraries to cooperate in a voluntary manner to serve more than their own constituency; more specialization in collections resulting in the increasing ability of libraries to serve their constituents; and lastly but in some ways the most important, the network emphasized the view of the library as the place to go for information service of all kinds. I have brought two illustrations depicting the network; one illustrates the segments, the second the routes of the requests and information.

The concept of the program is building strength on strength—it is not a device to shore up the weak or to provide a means for an institution to escape responsibility for the basic services to its constituency. By developing more rapid communication and a faster delivery of the needed information, major libraries see how they can more easily agree to areas of specialization, releasing funds to better serve their basic programs.

At this point in our planning we needed reaction from both the librarians and the public. Meetings were held with librarians in all areas of the State. The emphasis of all meetings was on the concept of the proposed plan, rather than the implementation. The profession as a whole endorsed the concept, while recognizing the difficulties to be overcome before the total program would be in operation.

Public discussion began with the State's first Governor's Conference on Libraries in the Fall of 1967, and subsequent mini-governor's conferences in several regions around the State. More than 3,500 citizens heard about and discussed the proposed network. Others learned about the plan through the publicity generated by the conferences. The public's imagination was aroused by the idea, and many of our citizens were ready immediately to utilize a non-existent network.

At each of the conferences Governor Evans reiterated his vital concern and the great urgency for achieving the goal proposed in the plan:

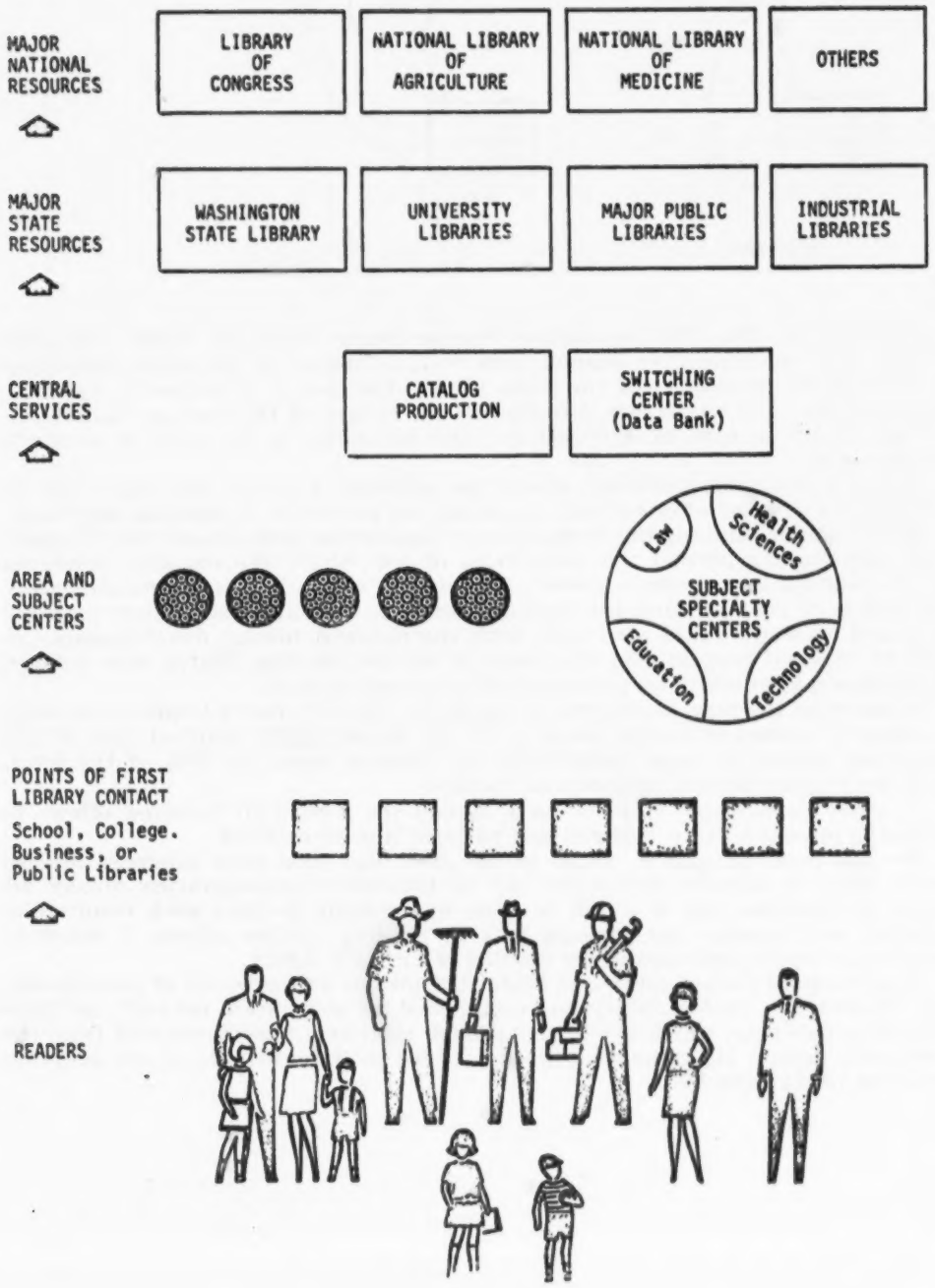
The transmittal of ideas and the extension of opportunity are both an integral part of the total cultural and economic process, and it is our responsibility to review the library in these terms. . . . The principle of shared resources and the application of technology to the dissemination of public knowledge is a new frontier which must be explored.

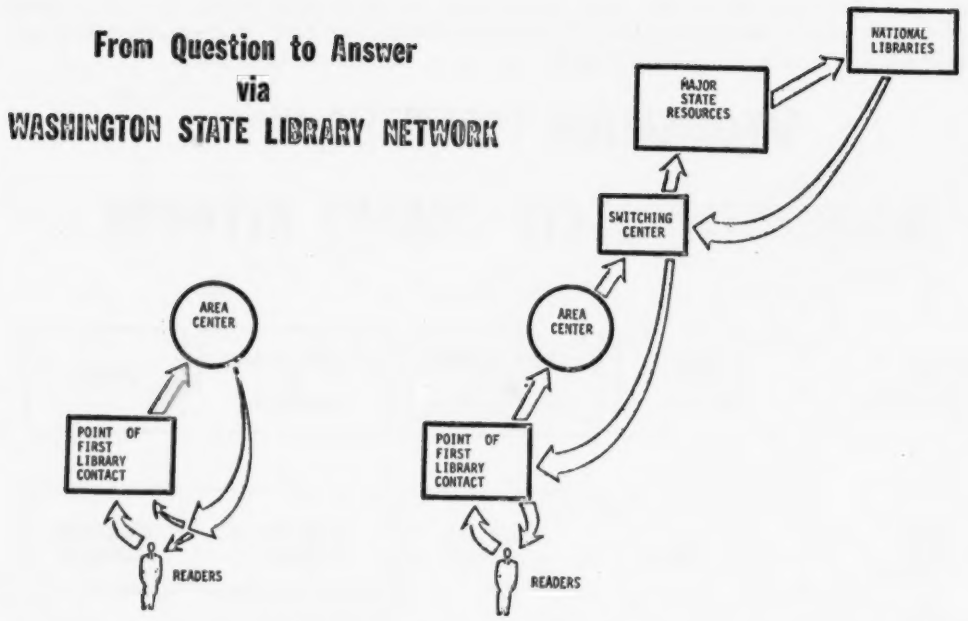
Most importantly, the library network concept represents a logical evolution in a system which should be—and can be—continuously adapted to advances

in modern communications. The geography of knowledge today is not related to square miles; it is related to unlimited horizons and to a "freeway technology" unheard of in the horse-and-buggy days of a not-too-distant past.

INFORMATION UNLIMITED VIA

WASHINGTON STATE LIBRARY NETWORK





By the time the 1969 Legislative Session began, both the State executive branch and the legislative branch were well informed on the steps underway by the library community of the State toward the goal of a Statewide information network. The legislature provided in the budget of the Central Data Processing Center a sum of $300,000 for the biennium to be used in network development.

Before I close my statement about the network, I would like especially to emphasize an aspect of our State's planning and promotion I consider important.

Early in their thinking the State Library Commission and the Advisory Council had been looking beyond the boundaries of our State. We consider ourselves as one segment of a larger regional and national network. The consultants were instructed to bear in mind the national network planning and assure that our proposed network would articulate with the national library developments. As part of regional cooperation, librarians of our neighboring States were invited to the meetings at which we presented the proposed network.

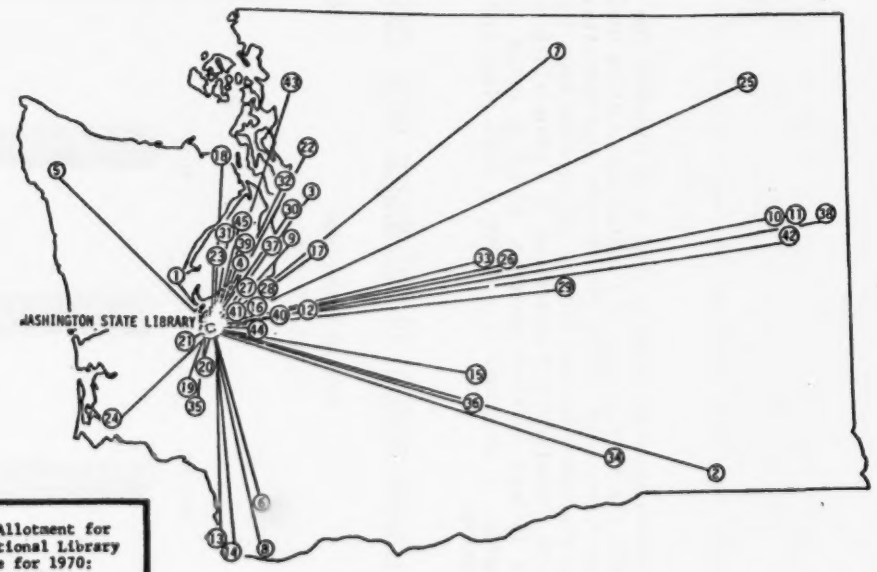
In carrying the plan to citizens of our State, the Governor's Conferences were a primary method of communication. It was intentionally planned that of the attendees invited to these conferences, lay citizens would be 75% of the total, with the balance being librarians and trustees.

In every conceivable way we have spread the work and involved others in planning toward a State, regional and national library network.

To this point in time it seems to me there has been such progress, and so much done to achieve Statewide and nationwide intercooperation among all types of libraries that it would be most unfortunate to have such results dissipated, and impetus lost through lack of funding further efforts. I sincerely urge you to retain and expand the funding of Title III, LSCA.

In developing library service to State Institutions and agencies of government, the Washington State Library has established an intra-State network, as illustrated by this map, which is effective though relatively unsophisticated from the electronic aspect. My remarks will be confined to those aspects of our program aided by LSCA Title IV.

State Institutions Served by the Washington State Library



State Allotment for Institutional Library Service for 1970: $331,734

Anticipated 1970 Federal Allotment Based on Continuing Resolutions: $39,509

Statewide Coverage of Library Services Being Rendered Directly to the Institutions of the State by the Washington State Library through Special Arrangement and Cooperation with the Department of Institutions.

DIVISION OF ADULT CORRECTIONS
1 Washington State Corrections Center
2 Washington State Penitentiary
3 Washington State Reformatory
4 Women's Correctional Institution
5 Clearwater Honor Camp
6 Larch Mountain Honor Camp
7 Okanogan Honor Camp
8 Washougal Honor Camp

DIVISION FOR HANDICAPPED CHILDREN
9 Fircrest School
10 Interlake School
11 Lakeland School
12 Rainier School
13 School for the Blind
14 School for the Deaf
15 Yakima Valley School

DIVISION OF JUVENILE REHABILITATION
16 Cascadia (Juvenile Reception-Diagnostic Center)
17 Echo Glen Children's Center
18 Fort Worden School
19 Green Hill School
20 Maple Lane School
21 Cedar Creek Youth Camp
22 Indian Ridge Youth Camp
23 Mission Creek Youth Forest Camp
24 Naselle Youth Camp
25 Spruce Canyon Youth Forest Camp
26 Canyon View Group Home
27 Oakridge Group Home
28 Riverside Group Home
29 Sunrise Group Home
30 Woodinville Group Home
31 Bremerton Child Guidance Center
32 Everett Child Guidance Center
33 North Central Washington Child Guidance Center
34 Tri-City Child Guidance Center
35 Twin-City Child Guidance Center
36 Yakima Child Guidance Center
37 Seattle-King Co. Child Guidance Center
38 Spokane Youth Services-Delinquency Prevention

DIVISION OF VETERANS' HOMES
39 Washington Veterans' Home
40 Washington Soldiers' Home and Colony

DIVISION OF MENTAL HEALTH
41 Child Study and Treatment Center
42 Eastern State Hospital
43 Northern State Hospital
44 Western State Hospital

DIVISION OF PLANNING
45 Olympic Center

Society over the years has placed many of its members behind the walls of institutions, which in turn have been located far away from population centers—as if to put them out of sight and out of mind. Today's enlightened world of social concern is beginning to reverse this attitude. Library services to both staff and residents is considered an integral part of the treatment and rehabilitation process.

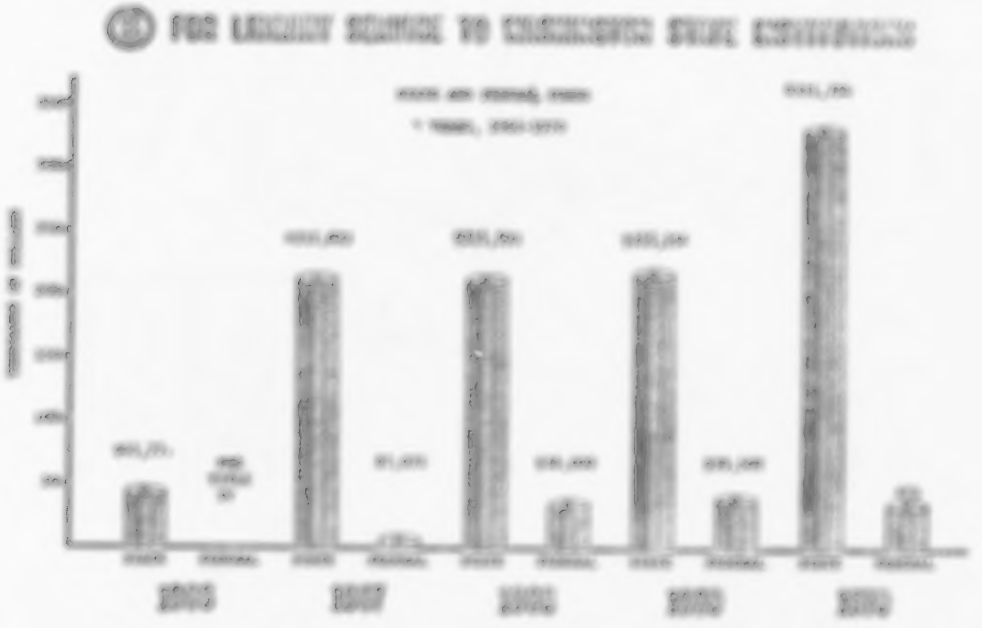
About the time Congress began to focus on the need to encourage the States to plan for and implement these specialized services, Washington State was underway with a program to improve library services to its institutions. My purpose here today is to point out to members of Congress that this kind of service requires a great deal of money. Good library service, like anything else worthwhile, is always expensive. Those who contend it can be done inexpensively do a gross injustice to library programs.

To date the State has expended or allotted (FY 1976) the following amounts to support the library services to its institutions which are administered by the Washington State Library. The chart given below illustrates the steadily increasing State support, and dramatically illustrates the inadequacy of the Federal appropriations:

	State	Federal
Fiscal year—		
1962	[illegible]	0
1967	[illegible]	[illegible]
1969	[illegible]	[illegible]
1973	[illegible]	[illegible]
1975	[illegible]	[illegible]
1976	[illegible]	[illegible]

[illegible] Not known.

The plan of operation initiated July 1, 1965 is as follows: the State Library, working directly with the Department of Institutions, and its individual institutions, provides supervision, staff, books, periodicals, and operating supplies. The institution provides the space for the library, along with heat, lights, and other equipment. This is an oversimplified statement of a plan which is a comprehensive approach to a library services program which is many faceted and demanding. The program is designed to achieve a high standard of service as economically as possible.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The plan emphasizes the following areas:

1. *Professional direction for the program with qualified librarians stationed in key institutions to initiate service to plan divisional programs.*

In 1970, the fifth year the program has been underway, the institutional program has a staff of ten professional librarians.

2. *Immediate service to these institutions in areas having good public library service.* At present 12 public libraries have contracted to serve 33 institutions.

3. *Professional publications for research staff in the various institutions.*

For example, of the 22,500 volumes in the health science field in the State [illegible]ary collection, some 15,000 volumes are located in the various institutional [illegible] libraries.

4. *Professional assistance in training and supervising clericals in charge of library collections.*

Currently all clerical personnel are supervised by the professional librarian in charge of the branch library, or are supervised by the library consultant based at the State Library who regularly visits the institutions.

5. *Enhancement and improvement of information services from the State Library.*

(*a*) An experienced reference librarian at the State Library is assigned to provide reference and research services to the institutions.

(*b*) Procedures have been established to enable the State Library to respond to requests as rapidly as possible.

(*c*) Four publications are distributed regularly to inform institutional personnel of material of interest to them.

(*d*) Concerted effort has been made to purchase heavily in areas relating to institutional functions and activities.

Experience with this program has indicated that the library needs of the resident population are not too different from those of the general public. The goals are the same for citizens whether they are institutionalized or not. The resident of an institution needs library service which supplies practical information for both education and pleasure and has the right to expect, as an integral part of rehabilitation, the stimulation of a desire for knowledge.

Staff members need to keep informed of the latest treatment theories and scientific developments directly related to their responsibilities. The library's function is to see that the needed information is available.

In scientific fields today there is a high rate of obsolescence of published materials. Costs for these materials are great. In view of these factors it is important that duplication be kept to a minimum. A cooperative program such as we have in the State of Washington eliminates unnecessary duplication, and permits a purchasing program which can provide a broad spectrum of information. I wish to point out that while we have explored every possible means of getting the most for our dollars spent, we are spending considerably more money than the Federal program provides. The amounts currently being appropriated by Congress will not do the needed job.

In view of what LSCA has accomplished with modest and inadequate Federal funds for library services and facilities in my State of Washington and other States, I urgently recommend that this Committee extend the Act beginning July 1, 1971. This money will fill an urgent need for libraries for the businessman, the working man, the professional man, the educator, the scientist and the everyday citizen. It is an essential expenditure.

Thank you, Mr. Chairman, for the privilege of speaking in behalf of the LSCA Amendments of 1970.

Senator Pell. Thank you very much.

There are a couple of points I would like to clear up.

On the question of the extension, I understand you support 5 years?

Mr. Vosaw. I think 5 years would be better than 4; yes, sir.

Senator Pell. Each of the witnesses have said the same thing, that you favor the 5-year extension.

I wonder if in making this recommendation you have also thought through the fact that if the bill is passed with new formulas and the consolidation provision, it may not be possible to change it from 5 years.

I wonder if that thought in any way would affect your recommendations in this regard. Do any of you feel differently after taking that thought into consideration?

Mr. VERLEN. It would seem to me that we do have a record running from 1956 on as to exactly what the experience has been.

Senator PELL. I say the bill may be changed this time. Personally, I am inclined to agree with your views.

Mr. HUMPHREY. Mr. Chairman, I think your point is well taken and I think it brings up another point, that perhaps after we have seen and examined the proposed bill the Commissioner mentions, there might be further discussion and therefore we might be better equipped to answer this kind of question.

The 4-year extension, as you describe it, with new formulas, could pose some difficulties, especially if the formulas did not serve the purpose anticipated.

So I believe we can reply more intelligently after we have examined the proposed bill.

Senator PELL. I would point out that the fact that there is no bill is no reflection whatsoever on Mr. Allen because in all good faith he has tried to get one. It has been my own rather sad experience as chairman of this subcommittee to find that in spite of what I read in the public press sometimes the only way we can get the bills up is to start holding hearings without them.

We started on ESEA prior to the administration bill coming up. We have had to do it on this matter because time is moving along. It looks as if we are going to be starting hearings on higher education before this administration presents a bill. It is difficult for us.

Mr. HUMPHREY. I wouldn't want you to think we were criticizing the Commissioner either. As you know, I had the privilege of working with him in New York State and he has a great conviction about the value of library programs in support of education.

Senator PELL. The record will be left open until—well, I can't say it will be left open until the administration's bill comes up, but it will be left open for a certain period of time.

If any of you would like to file statements pertaining to the administration bill, send them to us right away.

Mr. HUMPHREY. This opportunity would be much appreciated since we will not have another formal hearing.

Mr. VERLEN. I didn't mean to be criticizing. It is just a legal mind at work. I didn't want to comment on something where I hadn't read the words and phrases and had the chance to digest it.

Senator PELL. None of us have. That is the problem facing us.

One other question which has always interested me, in the need to have total information available to people in the community, what this means is the tying in of the libraries with computers.

Do you feel this bill should contain more emphasis on information retrieval and computers?

Mr. HUMPHREY. I think the service and interlibrary cooperation program might well include some kind of opportunity for the application of computerization to library procedures. We must take these steps lest we become buried under the tremendous flow of information and publication of books and all other kinds of materials.

The new technology must be exploited. I think Mr. Veblen in Washington has also a good point on that subject.

Mr. VEBLEN. Mr. Chairman, in our own State they advised us, when we were talking about computer time, we shouldn't talk about computer time for the month after next. We had to talk about computer time for the year after next and 3, 4 and 5 years from now.

If we did not have actual time and space to be able to fit into the computer program for the period of the next 5 to 10 years we would be shut out.

So in this particular regard, we must do our planning quite a bit in advance. Otherwise, we are not going to be able to use the advanced means that are coming down for communications and data retrieval.

Senator PELL. Does anybody else have a thought?

Mr. HUMPHRY. May I close, Mr. Chairman, by expressing on behalf of my colleagues here deep appreciation and gratitude to you for introducing this extension bill and to tell you how pleased we are that it has been such a successful program.

We appreciate genuinely your interest in it and your desire to see it extended.

(The following material was subsequently received for the record:)

ELVIDGE, VEBLEN, TEWELL, BERGMANN & TAYLOR,
Seattle, Wash., March 27, 1970.

Hon. CLAIBORNE PELL,
Chairman, Subcommittee on Education, U.S. Senate, Committee on Labor and Public Welfare, Washington, D.C.

DEAR SENATOR PELL: Mr. Wexler has sent on to me a copy of S 3549, introduced by Senator Javits as the Administration's proposal on library service and construction.

In accordance with your statement at the hearing in January on the extension of the Library Services and Construction Act, I understand I am permitted to comment on this measure.

My comments in this regard as as follows:

1. S 3549 seems to completely change the scope of the former acts. It combines within a single authorization programs formerly authorized by Titles I, II, III and IV, and then states: "It is the further purpose of this Act to offer greater encouragement to states to extend library services to areas with high concentration of low income families without adequate library services." This would seem to restrict the states rather than afford the states greater discretion in allocating funds. (The title programs under the present Act do describe proper and comprehensive service as the objective and by requiring funding under each section would require at least a minimum of progress in each field; and this emphasis is lacking in S 3459.)

2. The formula used in Section 102 is changed from the present act to be a fifty percent formula and adding a low income factor as well. This low income factor is further emphasized by requiring the use of disadvantaged persons on the council, which council is required under Section 103(3)(c). I suggest that this is likewise restrictive and would not improve the administration and implementation of the programs.

3. The council referred to in Section 103(3)(c) calls for a council "appointed the Governor and is broadly representative . . .".

In the State of Washington the Governor presently appoints a State Library Commission which has the responsibility for promoting and implementing the library policies in the State of Washington. The State Library Commission presently appoints the advisory councils required under Titles III and IV and is responsible for their operation and the implementation of the program. If an additional council is appointed by the Governor which "has responsibility and authority for advising on policy matters arising out of the state's plan . . ." this would appear to me to have the potential damage in that it results in a fragmentation of authority in our State.

4. Under the formulas, as best I can compute, in the State of Washington, it would appear that the State of Washington would lose money under S. 3549. This loss would not be quite so much if the allotment is returned to $300,000 instead of $200,000 as the basic grant.

The above comments are made because of my disappointment that S3549 does not give the flexibility that I was led to believe the Bill might contain. The emphasis on the poverty program seems unduly restrictive for those states where this is not the critical problem to be met at this time. The present Bill seems to me to contain more facility of operation and flexibility than S3549. I would hate to lose the proven accomplishments that the present Bill gives. And I would like to go on record again by affirming, as I testified in January, that I support the S3318 which is the extension of the Library Services and Construction Act for four years.

The above comments are, of course, my own, but I have had the counsel and advice in this regard of the members making up the present council advisory to the State Commission on Title III and Title IV whose thoughts are very much in line with my own.

Thank you for extending to me the privilege of commenting on this Bill.

Very truly yours,

JOHN VEBLEN.

AMERICAN LIBRARY ASSOCIATION,
Chicago, Ill., April 17, 1970.

Mr. STEPHEN J. WEXLER,
Counsel, Subcommittee on Education, Committee on Labor and Public Welfare, U.S. Senate, Washington, D.C.

DEAR MR. WEXLER: Thank you for giving me an opportunity to comment on S. 3549, introduced by Senator Javits, which is the Administration's proposal to "extend, consolidate and improve programs under the Library Services and Construction Act."

Since there has been no meeting of the Association of State Libraries (those having the responsibility for administration of the LSCA) since the bill was introduced, our comments on the bill are unofficial but are based on recent consultation and correspondence with many state library agency heads and the study of proposals previously approved by the Association of State Libraries on possible legislation to extend the LSCA beyond 1971.

A number of state librarians prefer a simple extension of the LSCA, such as Senator Pell's bill, S. 3318, and are opposed to consolidation of the existing five programs into one title. The majority of the state librarians, however, favor the flexibility and simplification of reporting procedures which could be achieved under a consolidation of the services programs and administrative costs. However, all of the State, in varying degrees, oppose including the construction program in the same title as proposed in S. 3549. A separate title for construction is recommended, therefore.

There is general consensus that there must be a strengthening of state library agencies to enable them to do a better job of planning, coordinating of all library resources, collecting data, evaluating and disseminating results to governmental bodies and other groups. A separate title seems advisable.

Specific authorizations at a level realistically related to the needs are urged for each of the five years authorized. The basic allotment should be set at $300,000, rather than $200,000, using both state and local funds for matching. Prefer allocation formula and matching requirements in the present law (as in S. 3318).

It is recommended that 100 percent Federal share be provided for American Samoa as it is for the Trust Territory.

There is great concern about the effect of the application of Sec. 204 of the Intergovernmental Cooperation Act (P.L. 90-577).

The appointment of a state library advisory council should be left to the discretion of the State in accordance with State law.

If we can provide any further information, please call on us.

Sincerely,

GERHARD KNUTSON, *Director, ALA Washington Office.*

91ST CONGRESS
2D SESSION

S. 3549

IN THE SENATE OF THE UNITED STATES

MARCH 5, 1970

Mr. JAVITS introduced the following bill; which was read twice and referred to the Committee on Labor and Public Welfare

A BILL

To extend, consolidate, and improve programs under the Library Services and Construction Act.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That this Act may be cited as the "Library Services and Construction Amendments of 1970".

STATEMENT OF PURPOSE

SEC. 2. It is the purpose of this Act, in order to improve the administration and implementation of programs under the Library Services and Construction Act, to lessen the administrative burden upon the States through reduction of the number of State plans under such Act from five to one and to afford the States greater discretion in allocating funds

under such Act to meet specific State needs by combining within a single authorization the programs formerly authorized by titles I, II, III, and IV of such Act. It is the further purpose of this Act to offer greater encouragement to the States to extend library services to areas with high concentrations of low-income families and without adequate library services.

CONSOLIDATION OF TITLES I, II, III, AND IV OF LIBRARY SERVICES AND CONSTRUCTION ACT

SEC. 3. The Library Services and Construction Act is amended by striking out everything after section 2 thereof and inserting in lieu thereof the following:

"TITLE I—FINANCIAL ASSISTANCE TO STATES FOR LIBRARY SERVICES AND CONSTRUCTION

"APPROPRIATIONS AUTHORIZED

"SEC. 101. (a) The Commissioner of Education (hereinafter in this Act referred to as the Commissioner) shall carry out a program for making grants to the States for the uses and purposes set forth in section 103 of this title.

"(b) For the purpose of making such grants, there are authorized to be appropriated such sums as may be necessary for the fiscal year ending June 30, 1972, and for each of the four succeeding fiscal years.

"ALLOTMENTS TO STATES

"SEC. 102. (a) (1) From the sums appropriated pursuant to section 101 (b) for carrying out this title for any fiscal year, the Commissioner shall reserve such amount, but not in excess of 1 per centum of such sums, as he may determine and shall allot such amount among Guam, American Samoa, the Virgin Islands, and the Trust Territory of the Pacific Islands according to their respective needs for assistance under this Act, as determined by the Commissioner.

"(2) The remainder of such sums shall be allotted by the Commissioner by allotting to each State $200,000 plus an amount equal to the sum of—

"(A) an amount which bears the same ratio to 50 per centum of the balance of such remainder as the number of families and unrelated individuals in the State having an annual income of less than the low-income factor bears to the number of such families and unrelated individuals in all of the States, and

"(B) an amount which bears the same ratio to 50 per centum of the balance of such remainder as the population of the State bears to the population of all of the States.

The amount allotted to any State under this paragraph for

any fiscal year which is less than its aggregate base year allotment shall be increased to an amount equal to such aggregate, the total thereby required being derived by proportionately reducing the amount allotted to each of the remaining States under this paragraph, but with such adjustments as may be necessary to prevent the allotment of any of such remaining States from being reduced to less than its aggregate base year allotment.

"(3) For the purposes of this subsection, for any fiscal year, the 'low-income factor' shall be the income level of the 25 per centum of the families and unrelated individuals in the United States who are in the lowest income range, as determined on the basis of the most recent satisfactory data available to the Commissioner, increased to the next higher multiple of $100.

"(4) For the purposes of this subsection, (A) the term 'aggregate base year allotment' with respect to a State means the sum of the allotments to that State, for the fiscal year ending June 30, 1971, under the Library Services and Construction Act as then in effect; (B) the term 'State' does not include Guam, American Samoa, the Virgin Islands, and the Trust Territory of the Pacific Islands; and (C) the number of families and unrelated individuals having an annual income of less than the low-income factor in each State and in all of the States and the population of each State and of all of the States shall be determined by the Commissioner on the

basis of the most recent satisfactory data available to him.

"(b) The amount of any State's allotment under subsection (a) for any fiscal year which the Commissioner determines will not be required for such fiscal year shall be available for reallotment from time to time, on such dates during such year as the Commissioner may fix, to other States in proportion to the original allotments to such States under subsection (a) for that year but with such proportionate amount for any of such other States being reduced to the extent it exceeds the sum the Commissioner estimates such State needs and will be able to use for such year; and the total of such reductions shall be similarly reallotted among the States whose proportionate amounts were not so reduced. Any amounts reallotted to a State under this subsection during a fiscal year shall be deemed part of its allotment under subsection (a) for such year.

"(c) A State's allotment under this section for any fiscal year shall be available for payments with respect to programs or projects approved under its State plan, and activities described in section 103 (c), during such fiscal year and, in the case of projects for construction, the succeeding fiscal year.

"USES OF FEDERAL FUNDS

"SEC. 103. (a) Payments under this title may be used in accordance with State plans approved under section 104, for programs or projects for any of the following purposes:

"(1) extension of public library services to areas without such services or to areas with inadequate services;

"(2) construction of public library facilities to serve areas without library facilities necessary to provide public library services or areas with library facilities which are seriously inadequate for the provision of such services, except that priority shall be given to projects in areas without such facilities;

"(3) establishment and maintenance of programs of interlibrary cooperation (including local, regional, State, or interstate cooperative networks of libraries and other programs for the systematic and effective coordination of the resources of school, public, academic, and special libraries and special information centers for improved services of a supplementary nature to the special clientele served by each type of library or center;

"(4) establishment or improvement of State institutional library services;

"(5) establishment or improvement of library services to the physically handicapped; and

"(6) comprehensive planning for any of the foregoing.

"(b) For the purposes of this title—

"(1) the term 'public library services' means library services furnished by a public library free of charge.

"(2) the term 'State institutional library services' means the providing of books and other library materials, and of library services, to (A) inmates, patients, or residents of penal institutions, reformatories, residential training schools, orphanages, or general or special institutions or hospitals operated or substantially supported by the State, and (B) students in residential schools for the physically handicapped (including mentally retarded, hard of hearing, deaf, speech impaired, visually handicapped, seriously emotionally disturbed, crippled, or other health impaired persons who by reason thereof require special education) operated or substantially supported by the State.

"(3) the term 'library services to the physically handicapped' means the providing of library services, through public or other nonprofit libraries, agencies, or organizations, to physically handicapped persons (including the blind and other visually handicapped) certified by competent authority as unable to read or to use conventional printed materials as a result of physical limitations.

"(c) In addition to the uses specified in subsection (a), funds appropriated for carrying out this title and allotted to any State may be used for—

"(1) proper and efficient administration of the

State plan (including development and updating of the State's long-range program);

"(2) evaluation of plans, programs, and projects to carry out the purposes of this title and dissemination of the results thereof;

"(3) technical, professional, and clerical assistance and the services of experts and consultants to assist a State advisory council in carrying out its responsibilities, but only if such council is appointed by the Governor and is broadly representative of professional library interests and library users (including disadvantaged persons) within the State and has responsibility and authority for advising on policy matters arising on the preparation of the State's plan and long-range program under this title and on the administration of such plan.

"STATE PLANS AND LONG-RANGE PROGRAMS

"SEC. 104. (a) Any State which desires to receive grants under this title for any fiscal year shall submit, in accordance with regulations of the Commissioner, a State plan for such year for carrying out the purposes of this title, in such form and in such detail as the Commissioner deems necessary. Such State plan shall—

"(1) subject to section 204 of the Intergovernmental Cooperation Act, provide for administration or super-

vision of administration of the plan by the State library administrative agency;

"(2) (A) set forth criteria for determining the order of approval of applications in the State for assistance under the State plan, including criteria designed to assure that in the approval of applications for programs or projects for the extension and improvement of public library services (including construction) priority will be given to programs or projects which serve areas with high concentrations of low-income families and (B) provide that applications for assistance within the State shall be approved in order of the priority so determined; and

"(3) provide satisfactory assurance—

"(A) that an opportunity to participate in programs to carry out the purposes described in paragraphs (3), (4), and (5) of section 103(a) will be afforded to all appropriate local, State, or other public or nonprofit private agencies or organizations in the State;

"(B) that such fiscal control and fund accounting procedures have been adopted as may be necessary to assure proper disbursement of and account-

ing for Federal funds paid to the State (including any such funds paid by the State to any other agency) under this title;

"(C) that procedures have been adopted (i) for the periodic evaluation of the effectiveness of programs and projects supported under the State plan, and (ii) for appropriate dissemination of the results of such evaluations and other information pertaining to such programs or projects;

"(D) that effective procedures have been adopted for the coordination of programs and projects supported under the State plan with library programs and projects operated by institutions of higher education or local elementary or secondary schools and with other public or private library service programs;

"(E) that the State agency administering the plan (i) will make such reports, in such form and containing such information, as the Commissioner may reasonably require to carry out his functions under this title and to determine the extent to which funds provided under this title have been effective in carrying out its purposes, including reports of evaluations made under the State plan, and (ii) will keep such records and afford such access thereto as the

Commissioner may find necessary to assure the correctness and verification of such reports; and

"(F) that final action with respect to the approval or disapproval of any application (or amendment thereof) shall not be taken without first (1) affording the agency or agencies submitting such application reasonable notice and opportunity for a hearing, and (2) affording interested persons an opportunity to present their views.

"(b) (1) The Commissioner shall not approve any State plan pursuant to this section for any fiscal year unless—

"(A) the plan fulfills the conditions specified in subsection (a) of this section; and

"(B) the plan has, prior to its submission, been made public by the State agency to administer it and a reasonable opportunity has been given by that agency for comment thereon by interested persons.

"(2) The State plan shall be made public as finally approved.

"(3) The Commissioner shall not finally disapprove any plan submitted under subsection (a), or any modification thereof, without first affording the State reasonable notice and opportunity for hearing.

"(c) To be eligible for assistance under this title for a fiscal year, a State shall also develop and adopt, in consulta-

tion with the Office of Education, a long-range program for carrying out the purposes of this title. Such program (1) shall cover a period, beginning with the year for which such assistance is provided, of not less than three nor more than five years and (2) shall be annually updated. Prior to its final adoption, such program shall be made public and a reasonable opportunity shall be afforded for comment thereon by interested persons. Such program shall be made public as finally adopted.

"WITHHOLDING

"SEC. 105. Whenever the Commissioner, after reasonable notice and opportunity for hearing to the State agency administering a State plan approved under section 104, finds—

"(a) that the State plan has been so changed that it no longer complies with the provisions of this title concerning the approval of the plan, or

"(b) that in the administration of the plan there is a failure to comply substantially with any such provisions or with any assurance or other provision contained in such plan,

then, until he is satisfied that there is no longer any such failure to comply, after appropriate notice to such State agency, he shall make no further payments to the State under this title or shall limit payments to programs or projects under, or parts of, the State plan not affected by the

failure, or shall require that payments by such State agency under this title shall be limited to local or other public library agencies not affected by the failure.

JUDICIAL REVIEW

"SEC. 106. (a) If any State is dissatisfied with the Commissioner's final action with respect to the approval of a plan submitted under section 104 (a) or with his final action under section 105 such State may, within sixty days after notice of such action, file with the United States court of appeals for the circuit in which such State is located a petition for review of that action. A copy of the petition shall be forthwith transmitted by the clerk of the court to the Commissioner. The Commissioner thereupon shall file in the court the record of the proceedings on which he based his action as provided in section 2112 of title 28, United States Code.

"(b) The findings of fact by the Commissioner, if supported by substantial evidence, shall be conclusive; but the court, for good cause shown, may remand the case to the Commissioner to take further evidence, and the Commissioner may thereupon take new or modified findings of fact and may modify his previous action, and shall certify to the court the record of further proceedings.

"(c) The court shall have jurisdiction to affirm the action of the Commissioner or to set it aside, in whole or in part. The judgment of the court shall be subject to review

by the Supreme Court of the United States upon certiorari or certification as provided in section 1254 of title 28, United States Code.

"PAYMENTS TO STATES

"SEC. 107. (a) (1) From each State's allotment under section 102 for any fiscal year the Commissioner shall pay to that State, if it has in effect a State plan approved pursuant to section 104 (b) for that fiscal year and has adopted a long-range program in accordance with section 104 (c), an amount equal to the Federal share of the amount expended by the State and its political subdivisions during such fiscal year for the uses referred to in section 103 in accordance with its State plan, except that with respect to the uses set forth in section 103 (c), the amount paid by the Commissioner shall not exceed the Federal share of the amount expended by the State (without regard to amounts expended by its political subdivisions).

"(2) Notwithstanding any other provision of this section, no payments shall be made to any State (other than the Trust Territory of the Pacific Islands) from its allotment for any fiscal year unless the Commissioner finds that—

"(A) there will be available for expenditure under the plan from State or local sources during the fiscal year for which the allotment is made (i) sums sufficient to enable the State to receive under this section pay-

ments in an amount not less than $200,000 in the case of any State (other than the Virgin Islands, American Samoa, Guam, and the Trust Territory of the Pacific Islands) and (ii) not less than the total amount actually expended, in the areas covered by the plan for such year, for public library services from such sources in the second preceding fiscal year, and

"(B) there will be available for expenditure for public library services and for State institutional library services from State sources during the fiscal year for which the allotment is made not less than the total amount actually expended for such services from such sources in the second preceding fiscal year.

"(C) there will be available for expenditures for library services to the physically handicapped from sources other than Federal sources during the fiscal year for which the allotment is made not less than the total amount actually expended for such services from such sources in the second preceding fiscal year.

"(3) Payments under this title may be made in installments, and in advance or by way of reimbursement, with necessary adjustments on account of overpayments and underpayments.

"(b) For the purposes of this section the Federal share for any State shall be 100 per centum less the State per-

centage, and the State percentage shall be that percentage which bears the same ratio to 50 per centum as the per capita income of such State bears to the per capita income of all the States (excluding Puerto Rico, Guam, American Samoa, the Virgin Islands, and the Trust Territory of the Pacific Islands), except that (1) the Federal share shall in no case be more than 66 per centum or less than 33 per centum, or the Federal share shall be 50 per centum in the case of any State if requested by the State library administrative agency, and (2) the Federal share for Puerto Rico, Guam, American Samoa and the Virgin Islands shall be 66 per centum, and the Federal share for the Trust Territory of the Pacific Islands shall be 100 per centum.

"(c) The Federal share for each State shall be promulgated by the Commissioner between July 1 and September 30 of each even numbered year, on the basis of the average of the per capita incomes of each of the States and of all the States (excluding Puerto Rico, Guam, American Samoa, the Virgin Islands, and the Trust Territory of the Pacific Islands), for the three most recent consecutive years for which satisfactory data are available from the Department of Commerce; except, that the Commissioner shall promulgate such percentages as soon as possible after enactment of the Library Services and Construction Amendments of 1970. Such promulgation shall be conclusive for each of the two

fiscal years in the period beginning July 1 next succeeding such promulgation.

"TITLE II—GENERAL PROVISIONS

"EVALUATION

"SEC. 201. Such portion as the Secretary may determine, but not more than 1 per centum, of appropriations under this Act for any fiscal year shall be available to him for evaluation (directly or by grants or contracts) of the programs authorized by this Act, and, in the case of allotments from such appropriations, the amount available for allotment shall be reduced accordingly.

"RECOVERY OF PAYMENTS

"SEC. 202. If within twenty years after completion of any construction for which Federal funds have been paid under this Act—

"(a) the owner of the facility shall cease to be a State of local library service agency, or

"(b) the facility shall cease to be used for the library and related purposes for which it was constructed, unless the Commissioner determines in accordance with regulations that there is good cause for releasing the applicant or other owner from the obligation to do so,

the United States shall be entitled to recover from the applicant or other owner of the facility an amount which bears

to the then value of the facility (or so much thereof as constituted an approved project or projects) the same ratio as the amount of Federal funds bore to the cost of the facility financed with the aid of such funds. Such value shall be determined by agreement of the parties or by action brought in the United States district court for the district in which the facility is situated.

"LABOR STANDARDS

"SEC. 203. All laborers and mechanics employed by contractors or subcontractors on construction projects assisted under this Act shall be paid wages at rates not less than those prevailing on similar construction in the locality as determined by the Secretary of Labor in accordance with the Davis-Bacon Act, as amended (40 U.S.C. 276a—276a-5). In the case of any public library, the Commissioner may waive the application of this section in cases or classes of cases where laborers or mechanics, not otherwise employed at any time in the construction of the project, voluntarily donate their services for the purpose of lowering the costs of construction and the Commissioner determines that any amounts saved thereby are fully credited to the agency undertaking the construction. The Secretary of Labor shall have, with respect to the Labor standards specified in this section, the authority and functions set forth in Reorganization Plan Numbered 14 of 1950 (15 F.R. 3176) and section

2 of the Act of June 13, 1934, as amended (40 U.S.C. 276c).

"DEFINITIONS

"SEC. 204. For the purposes of this Act—

"(a) The term 'State' means a State, the District of Columbia, Puerto Rico, Guam, American Samoa, the Virgin Islands, or the Trust Territory of the Pacific Islands;

"(b) The term 'State library administrative agency' means the official State agency charged by State law with the extension and development of public library services throughout the State;

"(c) The term 'public library' means a library that serves free of charge all residents of a community, district, or region, and receives its financial support in whole or in part from public funds;

"(d) The term 'construction' means (1) erection of new or expansion of existing structures, and the acquisition and installation of equipment therefor; or (2) acquisition of existing structures not owned by any agency or institution making application for assistance under this Act; or (3) remodeling or alteration (including the acquisition, installation, modernization, or replacement of equipment) of existing structures; or (4) a combination of any two or more of the foregoing;

"(e) The term 'equipment' includes machinery, utilities,

and built-in equipment and any necessary enclosures or structures to house them, and includes all other items necessary for the functioning of a particular facility as a facility for the provision of library services;

"(f) The term 'Secretary' means the Secretary of Health, Education, and Welfare."

EFFECTIVE DATE AND TRANSITIONAL PROVISIONS FOR CONSOLIDATED PROGRAMS

SEC. 4. (a) The amendment made by this Act shall be effective on July 1, 1971.

(b) During the fiscal year ending June 30, 1971, funds allotted to any State by the Commissioner of Education for such year under the Library Services and Construction Act, as in effect prior to enactment of this Act, for any of the programs referred to in section 103 of such Act (as amended by this Act) and available for expenses of administration (including expenses of advisory councils) of such programs, may, with the approval of the Commissioner, be used by the State for necessary expenses during such year for the preparation of a State plan, to be submitted to the Commissioner under section 104 of that Act (as so amended) for the fiscal year ending June 30, 1972, and for the development of a long-range program, in accordance with section 104(c) (as so amended) and for the establishment of a State advisory council in accordance with section 103(c) and its expenses in advising on the preparation of the State plan.

Senator PELL. Thank you all very much, indeed, and thank you for that statement.

This concludes this hearing. The record will stay open for an indefinite period.

Thank you all very much.

(Whereupon, at 11:33 a.m., the subcommittee adjourned.)

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